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ABSTRACT

This report represents the efforts of the Task Force on Declining Enrollment, created by the Michigan Department of Education, to provide information and recommendations for effective planning and policy formation for the state department of education, Michigan school administrators, and local school boards. The task force and its report were created in response to the severe enrollment decline suffered by many Michigan school districts since 1972. The report covers four areas: (1) school finance, including state aid options and techniques for saving district dollars, (2) staffing, including reduction in force and staff planning guidelines, (3) educational facilities, including school closing guidelines, and (4) enrollment projections, including statistical data and projection techniques. Appendixes cover state aid provisions for declining enrollment in other states, projections of instructional staff for special education, and pertinent court rulings on staff reductions. (Author/DS)

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MICHIGAN'S SCHOOL ENROLLMENT DECLINE: PROJECTIONS AND IMPLICATIONS

A Report of the Michigan Department of Education Task Force

Michigan Department of Education
1977

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Michigan Department of Education

Task Force

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Foreword

Declining student enrollment is a new phenomenon in the heretofore ever-growing public education system in the United States. Its principal cause lies in the fact that the nation's fertility rate has dropped from a post-World War II high of 3.8 children per woman in 1957 to the current record low of 1.8.

The possible effects of this nationwide phenomenon on the public elementary and secondary schools in Michigan became the focus of a study by the Department of Education in May, 1976, when a Task Force on Declining Enrollment was created. Departmental staff members as well as statewide educators with an expertise on the subject comprised the study group.

Separate subcommittees of the Task Force examined in depth the critical implications of the enrollment decline for school finance, staffing, and facilities. A separate subcommittee provided and interpreted actual enrollment projections. While the Task Force acknowledged that declining enrollment affects other educational areas, the study was limited to the above four topics in order that the study be completed within a reasonable time period.

The work of the Task Force culminated in this report, which provides the State Board of Education, The Department of Education, Michigan school administrators, and local boards of education with information and recommendations for effective planning and decision making in response to the effects of declining enrollment.

John W. Porter
Superintendent of Public Instruction

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EXECUTIVE SUMMARY

Highlights of the Report

. . Michigan's public secondary schools (grades 7-12) will lose one-fifth of their enrollment during the decade 1975-84. In 1984, the public secondary schools will have 184,700 fewer pupils than they do now.

. . Substantial enrollment losses will continue until the early 1990's. By 1990, Michigan senior high schools (grades 9-12) will have lost almost one-third of their present enrollment.

. . Michigan's public elementary schools (grades K-6)--which already have lost significant numbers of pupils--will continue to lose pupils. During the decade 1971-1980, the elementary schools will lose almost one-fifth of their enrollment--a loss of some 234,300 pupils.

. . Additional state aid will be necessary to meet the financial impact of declining enrollment. A local district loses over $1,000 in state aid for each pupil lost; a district cannot reduce expenditures in direct proportion to this loss.

. . Even with additional state aid, costs will have to be reduced through a variety of management techniques at the local level--including grade reorganization, personnel layoffs, and building closings.

. . The prevailing pupil teacher ratios could be reduced by state and/or local actions, which would significantly change the characteristics of current program offerings in schools. Such a reduction would drastically change any predictions concerning staff reductions in this report.

. . If current pupil teacher ratios prevail, the number of teachers employed will be reduced by one-seventh during the five-year period 1975-81. By 1981, the public schools will have 14,600 fewer teaching positions than they do now.

. . The bulk of the lost teaching positions will be at the secondary level--with 6,447 fewer positions by 1981. Some 4,400 elementary positions will be lost. More than 3,700 positions will be lost in special teaching areas such as art, music, and physical education.

. . As staff reductions continue, Michigan's pupils will be taught by teachers who each year are further away from their preparation. The maintenance and improvement of teaching knowledge and skills will grow ever more important, further emphasizing the need for a statewide system of professional development programs.

. . The closing of individual school buildings will become an increasing--and perhaps the only--possibility as enrollment continues to decline. The many and varied problems of school building closings will become exacerbated as the decline hits the secondary schools. It is one thing to close a neighborhood elementary school; it may be quite another to close a senior high school.

. . Local school officials will need to become thoroughly familiar with the many and varied aspects of school building closings--from assuaging unhappy parents, through considering a wide range of alternative uses, to disposing of a building through direct sale.

. . Declining enrollment may call for further reorganization of Michigan's 530 school districts in order that quality education be maintained and delivered at a reasonable cost. Short of reorganization, there will be an increasing need to develop cooperative relationships among school districts.

Why Was the Report Prepared?

Since the end of World War II, Michigan's public school system has been characterized by phenomenal enrollment growth. Beginning in 1944-45, public school enrollment jumped each year, doubling by 1963-64, and reaching a peak of 2,141,761 pupils in 1971-72. Then the bottom fell out. Beginning in 1972-73, public school enrollment began a downslide that already has resulted in a loss of 115,553 pupils. Projections indicate that this loss will continue--with a decline of an additional 236,320 pupils by 1980-81.

An enrollment decline of this magnitude holds far-reaching implications for Michigan's public school system. The potential impacts on the system are many--a diminished need for teachers, reductions in program, maintenance costs that remain high despite reductions in enrollment, and loss of state aid revenue, to identify just a few. There is no question that Michigan's public school system is facing a very serious problem. However, before anyone can reasonably be expected to do something about a problem, he or she needs to know the nature of the problem and be able to identify alternative solutions to the problem. Hence this report.

Who Prepared the Report?

The report was prepared by the Task Force on Declining Enrollment, a group established in May of 1976 by the Michigan Department of Education and chaired by the Deputy Superintendent of Public Instruction. The membership of the task force included staff members of the Michigan Department of Education, as well as persons from the education community selected for their special experience with and/or scholarship on the subject. A complete listing of task force members is contained in the full report.

What Does the Report Tell Us?

An Overview

First, the report describes the nature of the problem by presenting enrollment projections through 1992-93 for the state as a whole, and through 1980-81 for Michigan's 58 intermediate school districts. Local school officials are provided the steps to follow in conducting a five-year projection for their own districts.

Second, the report describes the financial problem that faces local school districts when enrollment shrinks. Three alternative proposals for state aid are discussed, and one of the proposals is recommended for action. Additionally, management techniques that may help local school officials reduce costs are listed.

Third, projections of staffing trends through 1980-81 are presented--for the entire K-12 system, as well as for its three basic components: elementary, secondary, and special areas. The impact of the projected decline on teacher training, the State Tenure Commission, the Public School Employees Retirement System, and statewide professional development services is examined. A discussion of planning procedures that local officials should follow when determining future personnel needs also is provided.

Fourth, the report offers a discussion of alternative uses of school facilities--together with a recommended set of "School Closing Guidelines." The further reorganization of Michigan's 530 school districts and the establishment of cooperative relationships among districts are raised as possible solutions to the problem of declining enrollment.

A more detailed summary of the conclusions, implications, and recommendations of each of the four parts of the report follows.

A More Detailed View: Enrollment Projections

The Overall Picture

The changes in Michigan's school enrollment might best be depicted as a population wave. The wave first crested in 1957--the year the state experienced a peak number of live births. The crest of this wave of births rolled on, hitting kindergarten level in 1962-63, the upper elementary grades (4-6) in 1968-69, the junior high-middle school grades (7-9) in 1971-72, and finally the senior high grades (10-12) in 1975-76. The crest has now peaked and has passed through the senior high school grades. For the first time, Michigan is experiencing a decline in enrollment across the entire public school system--with the surface disturbed only by a small and momentary upswing or "wavelet" due to a temporary increase in births in 1969 and 1970.

As noted above, the 1957 crest of births now has passed through the senior high schools. A decline at this level will begin in 1976-77 and annual losses will accelerate until 1982-83. The "wavelet" of 1969 and 1970 births will produce enrollment increases in grades 10-12 around the 1985-86 school year--

but these temporary increases will be followed by substantial annual losses until the early 1990's. Table VIII presents this picture in tabular form.*

Public School Enrollment: The State as a Whole

Public school enrollment peaked in 1971-72 with some 2,141,761 pupils enrolled in Michigan's schools. Since 1971-72, the public schools have lost 115,553 pupils. Projections indicate that the public schools will lose an additional 236,320 pupils by 1980-81--leaving a total enrollment of 1,789,888. This decline is projected to continue until the early 1990's. Table X presents projected enrollments through 1992-93. Actual and projected K-12 membership through 1980-81 are presented below.

	Actual
1971-72	2,141,761
1972-73	2,123,497
1973-74	2,088,701
1974-75	2,056,449
1975-76	2,026,208
	Projected
1976-77	1,992,415
1977-78	1,945,775
1978-79	1,895,887
1979-80	1,841,895
1980-81	1,789,888

Public School Enrollment: By Intermediate School District

The decline in school enrollment is by no means uniform across the state. While some regions are experiencing a decline, a few regions may experience growth, and others may remain relatively stable. The same, of course, is true of local school districts. Table XIV is a summary of actual and projected pupil enrollment data developed for each of the 58 intermediate school districts in Michigan. Figure 2 presents a graphic picture of the projected percentage loss or gain. Three of the 58 will experience enrollment increases of 10 percent or more by 1980-81. Eighteen will experience decreases in excess of 10 percent. The remaining 37 will experience increases or decreases of less than 10 percent.

Public School Enrollment: By Local School District

The report does not develop enrollment projections for each of Michigan's 530 K-12 districts. However, it does strongly advocate that local school officials undertake such projections. And the report does offer specific guidance to the local school administrators who undertake the development of enrollment projections for their own districts.

What Does All This Mean?

It means that we are and will continue to experience a decline in school enrollment. It means that for the first time we are facing substantial enrollment declines at the secondary level. It means that we can predict--with a great deal of accuracy--the nature of the decline for the state as a whole. It means that we can predict what the nature of regional and local enrollment declines will be. It means that we have the information available to help us plan effectively to meet the problem.

What Should We Do?

The task force thinks the following should be done:

1. THE MICHIGAN DEPARTMENT OF EDUCATION SHOULD CONTINUE TO MAKE AVAILABLE ENROLLMENT PROJECTIONS AT BOTH STATE AND INTERMEDIATE LEVELS ON AN ANNUAL BASIS AND SHALL SUBMIT A PROPOSAL TO THE STATE BOARD DEFINING A STATE ROLE IN THE COORDINATION OF PLANNING TO DEAL WITH DECLINING ENROLLMENT.

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*To eliminate possible confusion, tables and figures presented in this Executive Summary retain the same titles and numbers as used in the full report.

TABLE VIII

SUMMARY OF MICHIGAN TOTAL (PUBLIC AND NONPUBLIC)
ACTUAL AND PROJECTED SCHOOL ENROLLMENT BY GRADE GROUPS

Grades 1-3		Grade 4-6		Grades 7-9		Grades 10-12	
1957-8	496,410	1960-1	479,036	1963-4	477,825	1966-7	436,288
1958-9	513,826	1961-2	495,843	1964-5	500,914	1967-8	453,327
1959-0	537,369	1962-3	511,832	1965-6	518,474	196 8-9	469,219
1960-1	549,818	1963-4	527,714	1966-7	528,093	1969-0	478,760
1961-2	559,643	1964-5	541,272	1967-8	538,566	1970-1	490,043
1962-3	575,720	1965-6	555,209	1968-9	552,433	1971-2	501,832
1963-4	589,990	1966-7	570,944	1969-0	565,024	1972-3	510,623
1964-5	600,549	1967-8	579,530	1970-1	575,890	1973-4	512,521
1965-6	602,877	1968-9	581,777	1971-2	575,415	1974-5	512,514
1966-7	603,837	1969-0	577,048	1972-3	574,300	1975-6	514,084
1967-8	595,642	1970-1	573,194	1973-4	571,116	1976-7	512,181
1968-9	591,996	1971-2	568,063	1974-5	567,156	1977-8	506,527
1969-0	582,790	1972-3	562,259	1975-6	559,288	1978-9	499,765
1970-1	571,658	1973-4	550,681	1976-7	546,380	1979-0	488,356
1971-2	551,898	1974-5	531,916	1977-8	528,559	1980-1	471,710
1972-3	530,607	1975-6	508,449	1978-9	506,062	1981-2	451,260
1973-4	508,992	1976-7	486,047	1979-0	483,730	1982-3	431,858
1974-5	491,571	1977-8	469,803	1980-1	467,536	1983-4	417,645
1975-6	484,273	1978-9	464,656	1981-2	462,392	1984-5	413,706
1976-7	489,951	1979-0	469,923	1982-3	467,547	1985-6	419,304
1977-8	494,558	1980-1	474,506	1983-4	472,119	1986-7	422,670
1978-9	479,655	1981-2	460,571	1984-5	458,390	1987-8	408,488
1979-0	453,511	1982-3	435,469	1985-6	433,476	1988-9	386,114
1980-1	428,765	1983-4	411,546	1986-7	409,573	1989-0	365,731
1981-2	415,790	1984-5	399,066	1987-8	397,142	1990-1	354,766

TABLE X

MICHIGAN PUBLIC SCHOOL MOST LIKELY PROJECTED ENROLLMENT

LINE	GRADE GROUPS	K-K	K-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
	COHORT-SURVIVAL RATES	96.196	95.698	96.875	97.229	98.824	99.368	99.428	101.362	99.287	104.245	98.619	98.891	89.889

MOST LIKELY PROJECTED ENROLLMENT

- - - PROJECTED ENROLLMENT BY GRADE - - -

YEAR	K	1	2	3	4	5	6	7	8	9	10	11	12
76-77	156871.	153099.	144812.	137866.	140237.	142998.	148854.	168170.	162820.	172816.	174858.	157527.	141344.
77-78	141268.	149357.	148314.	140888.	136245.	139340.	142161.	158831.	159028.	169522.	169648.	158930.	140348.
78-79	136165.	135190.	144689.	144205.	139144.	135373.	138532.	144097.	149755.	165778.	167180.	154187.	141589.
79-80	132187.	130308.	130965.	140680.	142509.	138254.	134588.	140419.	143869.	156112.	163488.	151952.	137364.
80-81	128836.	126508.	126235.	127337.	139026.	141597.	137452.	136421.	139417.	149142.	153955.	148596.	135373.
81-82	0.	123294.	122547.	122738.	125839.	138136.	140776.	139324.	135448.	145335.	147082.	139931.	132383.
82-83	0.	0.	119441.	119151.	121234.	125034.	137336.	142693.	138331.	141198.	143327.	133684.	124664.
83-84	0.	0.	0.	116131.	117750.	120518.	124309.	139206.	141676.	144202.	139247.	130272.	119098.
84-85	0.	0.	0.	0.	114766.	116997.	119819.	126002.	138213.	147689.	142210.	126563.	116058.
85-86	0.	0.	0.	0.	0.	114031.	116318.	121451.	125104.	144080.	145649.	129256.	112754.
86-87	0.	0.	0.	0.	0.	0.	113378.	117903.	120585.	130414.	142089.	132382.	115153.
87-88	0.	0.	0.	0.	0.	0.	0.	114914.	117662.	125703.	128612.	129147.	117938.
88-89	0.	0.	0.	0.	0.	0.	0.	0.	114095.	122030.	123967.	116897.	115056.
89-90	0.	0.	0.	0.	0.	0.	0.	0.	0.	118937.	120345.	112675.	104142.
90-91	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	117294.	109383.	100381.
91-92	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	106610.	97448.
92-93	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	94978.

- - - - ENROLLMENTS BY GRADE GROUP

LINE	YEAR	K-6 / K-12	1-3 / 6-9	1-4 / 7-8	1-5 / 7-9	1-6 / 7-12	1-7 / 8-12	1-8 / 9-10	1-12 / 9-12	4-6 / 10-12	5-8 / 11-12
1	76-77	1023880.	435777.	576015.	719034.	867809.	1827979.	1190599.	1836344.	432032.	614584.
2		1992415.	643610.	322790.	494806.	968535.	888365.	346874.	645745.	473729.	298871.
3	77-78	997485.	438471.	574716.	714056.	856217.	1007048.	1166076.	1804507.	417746.	591360.
4		1945775.	621542.	309859.	479381.	948290.	797459.	339162.	638431.	468989.	299270.
5	78-79	973299.	424084.	563229.	698632.	837134.	981231.	1130986.	1759721.	413850.	567757.
6		1895887.	598162.	293852.	459630.	922587.	778490.	332958.	628735.	462957.	295777.
7	79-80	949491.	401953.	544462.	682716.	817384.	957723.	1100793.	1709788.	415351.	556338.
8		1841895.	574188.	283488.	439600.	892404.	751985.	319599.	608916.	452804.	289316.
9	80-81	926984.	380072.	519098.	660635.	798147.	934569.	1073986.	1661852.	418075.	554888.
10		1789888.	562433.	275839.	424981.	862904.	726483.	303097.	587066.	437924.	283969.
11	81-82	0.	368578.	494418.	632554.	773330.	912654.	1048103.	1612833.	484752.	553685.
12		0.	560884.	274773.	420108.	839584.	700179.	292417.	564731.	419396.	272314.
13	82-83	0.	0.	0.	0.	0.	0.	0.	0.	383664.	543393.
14		0.	559557.	281024.	422222.	823897.	681203.	284525.	542873.	401675.	258348.
15	83-84	0.	0.	0.	0.	0.	0.	0.	0.	362577.	525709.
16		0.	549393.	280882.	425084.	813701.	674495.	283469.	532819.	388617.	249378.

KEY:

Lines 1 and 2 Grade groupings

Lines 3, 5, 7, 9, 11, 13, 15, 17 – Aggregated enrollment by grade groups on line 1.

Lines 4, 6, 8, 10, 12, 14, 16, 18 Aggregated enrollment by grade groups on line 2.

TABLE XIV

CHANGES IN MICHIGAN INTERMEDIATE SCHOOL DISTRICT K-12 ENROLLMENT

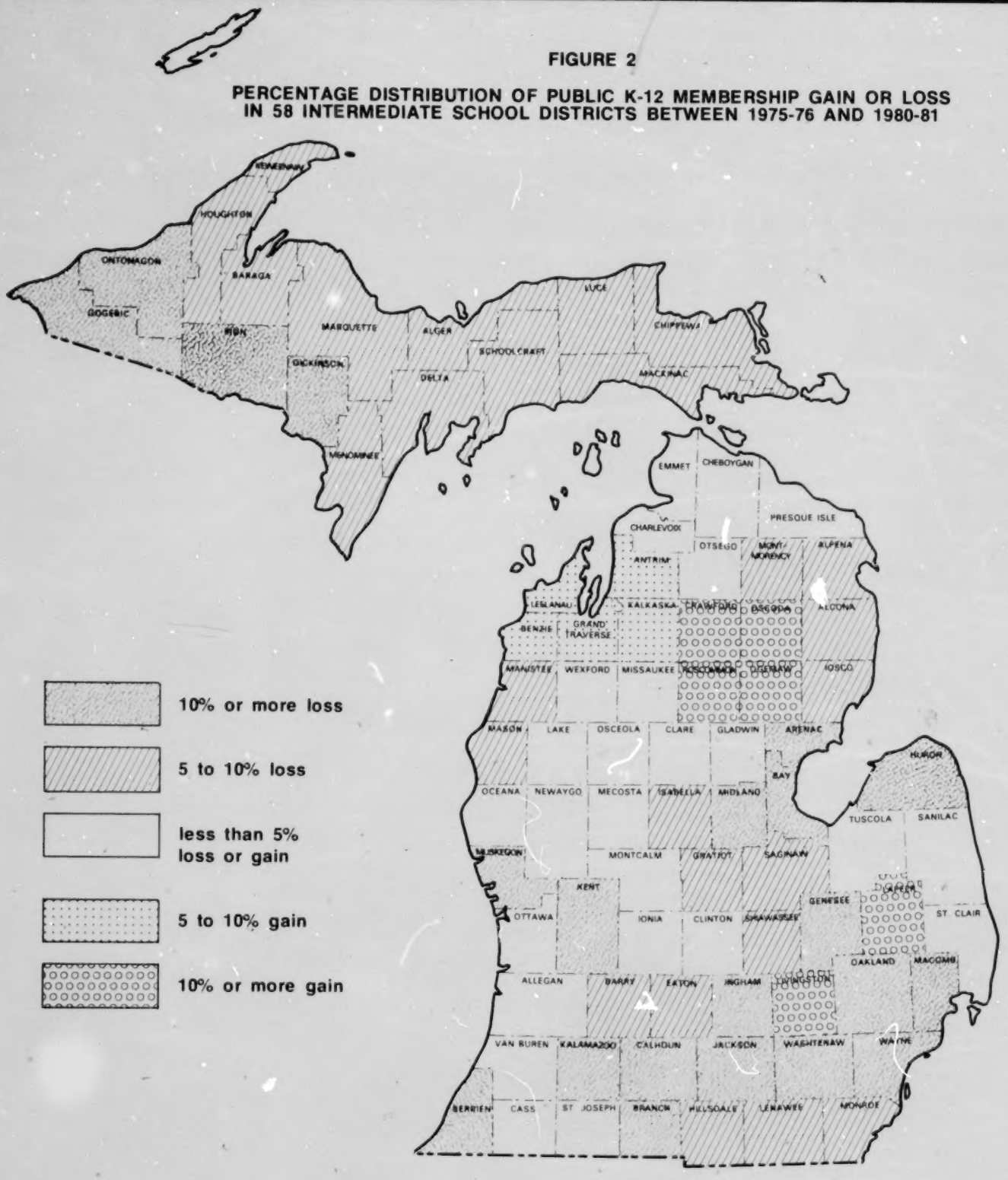
Intermediate School District	1975-76 Actual Enrollment	1980-81 Most-Likely Projected Enrollment	Difference	Percentage
Allegan	15,525	15,097	- 428	- 2.76
Alcona-Montmorency-Alpena	11,518	10,411	-1,107	- 9.61
Barry	6,403	6,067	- 336	- 5.25
Bay-Arenac	29,179	25,639	-3,540	-12.13
Berrien	41,547	36,788	-4,759	-11.45
Branch	7,482	6,587	- 895	-11.96
Calhoun	34,225	29,524	-4,701	-13.74
Lewis Cass	9,228	8,889	- 339	- 3.67
Charlevoix-Emmet	11,022	10,608	- 414	- 3.76
Cheboygan-Otsego-Presque Isle	11,222	11,139	- 83	- 0.74
Eastern Upper Peninsula	12,880	11,683	-1,197	- 9.29
Clare	9,106	9,544	+ 438	+ 4.81
Clinton	11,369	10,842	- 527	- 4.64
Delta-Schoolcraft	11,765	11,174	- 591	- 5.02
Dickinson-Iron	8,027	7,018	-1,009	-12.57
Eaton	16,242	15,335	- 907	- 5.58
Genesee	116,793	100,080	-16,713	-14.31
Gogebic-Ontonagon	6,969	6,069	- 900	-12.91
Traverse Bay Area	20,969	22,237	+1,268	+ 6.05
Gratiot-Isabella	18,140	16,823	-1,317	- 7.26
Hillsdale	8,726	8,151	- 575	- 6.59
Copper Country	9,068	8,571	- 497	- 5.48

Intermediate School District	1975-76 Actual Enrollment	1980-81 Most-Likely Projected Enrollment	Difference	Percentage
Huron	8,192	7,219	- 973	-11.88
Ingham	59,934	52,188	-7,746	-12.92
Ionia	12,803	12,279	- 524	- 4.09
Iosco	7,901	7,252	- 649	- 8.21
Jackson	31,983	28,220	-3,763	-11.77
Kalamazoo	39,808	33,768	-6,040	-15.17
Kent	88,709	76,759	-11,950	-13.47
Lake	975	969	- 6	- 0.62
Lapeer	14,880	16,450	+1,570	+10.55
Lenawee	21,575	20,082	-1,493	- 6.92
Livingston	18,738	21,922	+3,184	+16.99
Macomb	171,130	144,354	-26,776	-15.65
Manistee	4,577	4,175	- 402	- 8.78
Marquette-Alger	16,984	15,589	-1,395	- 8.21
Mason	5,735	5,201	- 534	- 9.31
Mecosta-Osceola	9,787	10,241	+ 454	+ 4.64
Menominee	5,440	5,079	- 361	- 6.64
Midland	17,420	15,171	-2,249	-12.91
Monroe	30,165	28,475	-1,690	- 5.60
Montcalm	13,522	13,367	- 155	- 1.15
Muskegon	37,612	31,524	-6,088	-16.19
Newaygo	8,362	8,109	- 253	- 3.03
Oakland	218,460	188,088	-30,372	-13.90
Oceana	4,561	4,643	+ 82	+ 1.80
Ottawa Area	32,338	30,773	-1,565	- 4.84
COOR	9,593	11,104	+1,511	+15.75

Intermediate School District	1975-76 Actual Enrollment	1980-81 Most-Likely Projected Enrollment	Difference	Percentage
Saginaw	53,792	49,294	-4,498	- 8.36
St. Clair	30,582	29,360	-1,222	- 4.00
St. Joseph	13,211	12,564	- 647	- 4.90
Sanilac	10,435	9,929	- 506	- 4.08
Shiawassee	19,148	17,918	-1,230	- 6.42
Tuscola	15,809	15,530	- 279	- 1.76
Van Buren	17,707	17,080	- 627	- 3.54
Washtenaw	45,316	40,472	-4,844	-10.69
Wayne	492,721	402,482	-90,239	-18.31
Wexford-Missaukee	9,790	9,775	- 15	- 0.15

FIGURE 2

PERCENTAGE DISTRIBUTION OF PUBLIC K-12 MEMBERSHIP GAIN OR LOSS IN 58 INTERMEDIATE SCHOOL DISTRICTS BETWEEN 1975-76 AND 1980-81



2. INTERMEDIATE AND LOCAL PLANNERS SHOULD DEVELOP OR HAVE DEVELOPED ANNUAL ENROLLMENT PROJECTIONS AND SHOULD ACT ON THE ENROLLMENT PROJECTION DATA AND DESIGN MANAGEMENT AND COORDINATION PLANS TO DEAL WITH ENROLLMENT DECLINE, PAYING PARTICULAR ATTENTION TO THE ENROLLMENT LOSSES NOW BEING EXPERIENCED FOR THE FIRST TIME AT THE SECONDARY LEVEL.

A More Detailed View: Finance

The Financial Problem of Membership Loss

The local school district that loses one pupil in membership also loses over $1,000 in state aid. This circumstance results from the way state aid is computed; for each pupil lost, a district loses an amount equal to "the gross membership allowance." In 1975-76, this resulted in a loss of $1,090 per pupil for a district levying 27 mills. A district experiencing a loss of 10 pupils would have lost $10,900--enough to buy the services of a beginning classroom teacher.

Unfortunately, expenditures do not decrease in direct proportion to the loss of state aid. For example, a number of overhead costs--such as utilities, maintenance, and central administration--cannot be reduced commensurate with revenue losses resulting from enrollment declines. This problem is exacerbated for small districts; a small district losing ten pupils could well suffer a revenue loss equal to 2 or 3 percent.

The task force concluded that fiscal action at the state level will be necessary to temper the full financial impact of declining enrollment on individual school districts.

What Are The State's Options?

The task force considered three specific state aid proposals in addressing the financial problem resulting from declining enrollment.

Proposal A: Use of the Prior Year Membership

Proposal A would allow a school district to use its prior year membership as the basis for computing state aid. The proposal has two distinct advantages: (1) It is immediately responsive to the problem--relief is provided in the first year a district suffers a membership loss; and (2) A substantial amount of state aid is provided to offset the district's revenue loss. The proposal has two disadvantages: (1) It is expensive--there is a substantial cost increase in this proposal over the four-year period; and (2) It may be too responsive and, not recognizing that some reductions in costs can be made at the local level, provide little incentive for districts to economize.

Proposal B: Use of a Three-Year Average

Proposal B would use a three-year membership average for computing state aid. The principal advantage--at least to local school districts--is that it provides more state aid than any of the other proposals. From the state's view, this also may be its principal disadvantage--it is the most expensive of all proposals. A second disadvantage is that it may not be immediately responsive to the problem. Finally, it may not allocate funds based on need to the same extent the other proposals do.

Proposal C: Funding Only if the Reduction Is Greater than the State Average

The third proposal would provide state aid only to those districts whose decline is greater than the state average for a given year. The advantages of the proposal are twofold: (1) cost stability for the state; and (2) provision of funding for the districts with the most serious problems. The disadvantages are: (1) It provides the least state aid to local school districts; and (2) It is inconstant--the eligible districts will change from year to year, which could create pressure to "grandfather" districts eligible one year, but ineligible the next.

Table XVI provides estimated costs of the three alternative proposals.

A Fourth Alternative

A fourth alternative would be the provision of an across-the-board per pupil grant for all districts experiencing enrollment declines--including both in-formula and out-of-formula districts. Such a provision was included in the 1976-77 State Aid Act, but was vetoed by the Governor.

THE STATE BOARD OF EDUCATION HAS NOT APPROVED IN FINAL FORM THE FINANCE RECOMMENDATION THAT APPEARS ON THE FOLLOWING PAGE.

The task force did not give this proposal serious consideration. There appeared to be little justification for providing state aid for declining enrollment to out-of-formula districts--they do not suffer revenue losses as a result of declining enrollment.

TABLE XVI

ESTIMATED COST OF ALTERNATIVE PROPOSALS

	A	B	C
	Prior Year	Three-Year Average	Guarantee Greater than Statewide Average Membership Reduction
1975-76	$27,185,000	$60,588,000	$22,349,000
1976-77	37,697,000	68,383,000	23,739,000
1977-78	67,531,000	103,405,000	25,600,000
1978-79	78,720,000	142,172,000	28,046,000
	$211,133,000	$374,548,000	$99,734,000

Techniques for Reducing Costs at the Local Level

Local school officials can reduce costs through the use of a variety of management techniques--including grade and building reorganization, staff reductions, and building closings. The full report does list a number of possibilities in this area, many of which receive further discussion in the chapters on staffing and facilities.

What Does All This Mean?

It means that the task force has concluded that additional state aid will be necessary to meet the full financial impact of declining enrollment. It means that if additional state aid is provided it will cost the state a substantial sum. It also means that the provision of additional state aid cannot and should not be expected to solve the entire problem. It means that local school officials--on their part--will have to reduce costs through the use of a variety of management techniques.

What Should We Do?

The task force has concluded that the most equitable proposal for fiscal action by the state would be Proposal A, wherein additional state aid would be based on the differences between the current year membership and the prior year membership. The task force also believes that the initial estimated cost of the proposal can be reduced, since school districts can offset revenue losses to some extent by the use of a variety of management techniques. There is evidence to suggest that such action could offset revenue losses as much as 40 percent.

1. IT IS RECOMMENDED THAT THE STATE BOARD OF EDUCATION ADOPT A POLICY PROVIDING ADDITIONAL STATE AID FOR DECLINING ENROLLMENT BASED ON THE DIFFERENCE BETWEEN THE CURRENT YEAR MEMBERSHIP AND THE PRIOR YEAR MEMBERSHIP, THAT THE NUMBER OF MEMBERSHIPS INCLUDED IN THE MEMBERSHIP OF THE DISTRICT BE 60 PERCENT OF THE TOTAL MEMBERSHIP DECLINE FROM THE PREVIOUS YEAR, AND DIRECT THE SUPERINTENDENT TO DEVELOP LEGISLATION TO IMPLEMENT THIS POLICY.

A More Detailed View: Staffing

Projected Public School Teaching Positions through 1980-81

For the first time in more than a quarter of a century, the total number of teaching positions in Michigan's public schools is on the downturn. After 30 years of unparalleled growth, Michigan's public school teaching force has experienced a loss in total numbers. In the 1975-76 school year, the schools employed a total of 100,106 teachers; this year they will employ only 95,164. By 1980-81, the total number of teaching positions will have fallen to 85,505--a total loss of 14,601 positions during the five-year period.

The hardest hit area will be the secondary schools--with a loss of some 6,447 positions by 1980-81. The elementary schools will lose 4,403 teachers. Some 3,751 teaching positions will be lost in special areas--art, music, physical education, library science, counseling, and special education.

Some Compounding Problems

Effectively dealing with and managing the loss of some 14,601 public school teaching positions--over a period of five short years--will be a most difficult task. If it is not to become too difficult a task, a number of related problems will have to be addressed and resolved. These include the problem of how Michigan's 30 teacher training institutions are to manage the production of new teachers in the face of a decreased need for new teachers.

Another problem is the distinct likelihood of a substantial increase in tenure activity by teachers and unions contesting local board decisions on layoffs. In 1975, there were 39 appeals filed with the State Tenure Commission; by 1980-81, it is anticipated that there will be in excess of 90 appeals. If a case load backlog of monumental proportions is to be avoided, the State Tenure Commission must undergo changes in procedures and be provided with increased staff assistance.

A third problem area is the current State Retirement System. The system now encourages employees to work for a long period of time--for at least 30 years and/or until age 60. To accommodate a significant reduction in the teacher work force, perhaps the state system, as well as local boards, ought to give serious consideration to providing incentives for earlier retirement.

A fourth problem area will be the increasing need for state-supported programs of professional development to ensure that the teaching force maintains and improves its skills--for it will be a teaching force which each year will be further removed from its preparation.

Managing the Problem at the Local Level

The projected statewide decline in the need for teachers will have a significant impact on the kinds of decisions local and intermediate school officials will be making. The district facing an enrollment decline is confronted with the need for a relatively complex planning process, the protection of rights of employees, the maintenance of a positive work climate, and compliance with the various statutes and administrative rules governing professional staff reassignment and possible termination.

The full report of the task force offers intermediate and local school officials a set of staff planning guidelines designed to help them effectively manage reductions in the teaching force.

What Does All This Mean?

It means that significant reductions in the number of public school teaching positions will accompany the projected decline in pupil enrollment. It means that, for the first time in 30 years, Michigan's teacher work force will be dwindling, not growing. It means that the losses in teaching positions will cut across the entire system--hitting the secondary level for the first time during 1976-77. It means that the teacher training institutions are facing a substantial decrease in the need for their product. It means that there will be a significant increase in tenure activities. It means that the current retirement system is a hindrance to rather than a help in solving the problem. It means that, as staff reductions continue over the next decade, Michigan's young people may be taught by teachers who are further away each year from their preparation. It means that, if the problem is to be managed effectively at the local level, intermediate and local school officials will need to do careful planning.

What Should We Do About It?

To effectively manage and deal with the problems resulting from staff reductions, the task force offers the following recommendations for action at the state, intermediate, and local levels.

1. LOCAL AND INTERMEDIATE SCHOOL DISTRICT EMPLOYERS SHOULD DEVELOP A SYSTEM FOR DATA ACQUISITION WHICH INCLUDES PROJECTIONS OF ENROLLMENT AND STAFF CHANGES. LONG-RANGE PLANS FOR ACTION MUST REFLECT THE CHARACTERISTICS OF THE CURRENT STAFF, PROBABLE TRENDS AND ADJUSTMENTS NECESSARY FOR STAFF REASSIGNMENTS, AND STAFF INCREASES OR REDUCTIONS.

2. LOCAL AND INTERMEDIATE SCHOOL DISTRICT PLANNING PROCEDURES SHOULD INCLUDE ASSISTANCE FROM THEIR LEGAL ADVISER, TO THE END THAT THIS PLANNING FOR STAFF CHANGES REFLECTS THE REQUIREMENTS OF APPROPRIATE STATE AND FEDERAL LAWS, TEACHER CERTIFICATION CODE REQUIREMENTS, AND MASTER CONTRACT PROVISIONS.

3. LOCAL AND INTERMEDIATE SCHOOL DISTRICT BOARDS SHOULD REVIEW EXISTING POLICIES AND CONSIDER ADDITIONS TO OR IMPROVEMENTS IN SUCH POLICIES IN THE AREAS OF RETIREMENT, SENIORITY AND RECALL PROCEDURES, PUPIL-TEACHER RATIO MINIMUMS AND MAXIMUMS, AFFIRMATIVE ACTION PROGRAMS AND PROGRAM PRIORITIES, AND POLICIES THAT DEFINE QUALIFICATION FOR ASSIGNMENT WHEN CERTIFICATION AND/OR ENDORSEMENT MAY NOT BE ADEQUATELY DEFINED.

4. THE EMPLOYER AND THE COLLECTIVE BARGAINING AGENT, IN ORDER TO ENSURE THAT INDIVIDUAL EMPLOYEE RIGHTS ARE GUARANTEED AND INSTRUCTIONAL PROGRAM QUALITY IS MAINTAINED, SHOULD DEVELOP THROUGH JOINT RESOLUTION AGREEMENT IN THE POLICY AREAS OF RETIREMENT, SENIORITY AND RECALL PROCEDURES, PUPIL-TEACHER RATIO MINIMUMS AND MAXIMUMS, AFFIRMATIVE ACTION PROGRAMS, PROGRAM PRIORITIES, AND ON POLICIES THAT DEFINE QUALIFICATION FOR ASSIGNMENT WHEN CERTIFICATION AND/OR ENDORSEMENT MAY NOT BE ADEQUATELY DEFINED.

5. MICHIGAN TEACHER EDUCATION INSTITUTIONS SHOULD COUNSEL STUDENTS SEEKING TO ENTER TEACHER PREPARATION PROGRAMS BY PROVIDING THEM WITH CONTINUOUSLY UPDATED INFORMATION IN REGARD TO TEACHING EMPLOYMENT TRENDS AND THE PROBABILITY OF EMPLOYMENT.

6. THE STATE BOARD OF EDUCATION SHOULD SUPPORT THE EFFORTS OF THE STATE TENURE COMMISSION DESIGNED TO ACHIEVE AND MAINTAIN A MINIMUM TIME INTERVAL BETWEEN INITIATION OF AN APPEAL AND THE COMMISSION DECISION. THE SUPERINTENDENT OF PUBLIC INSTRUCTION SHALL CONTINUE TO REPORT TO THE STATE BOARD OF EDUCATION THE ACTIVITIES AND FUNCTIONS OF THE COMMISSION RELATED TO REDUCING THE TIME SPAN OF TENURE APPEALS.

7. THE PUBLIC SCHOOL EMPLOYEES RETIREMENT BOARD SHOULD IDENTIFY NECESSARY AMENDMENTS TO THE PUBLIC SCHOOL EMPLOYEES ACT WHICH WOULD REMOVE BARRIERS TO EARLY RETIREMENT AND PROVIDE INCENTIVES FOR PERSONS SEEKING EARLY RETIREMENT. THIS REPORT AND RECOMMENDATION SHOULD BE TRANSMITTED TO THE PUBLIC SCHOOL EMPLOYEES RETIREMENT BOARD FOR ITS CONSIDERATION.

8. THE STATE BOARD OF EDUCATION SHOULD CONTINUE AND EXPAND ITS EFFORTS TO PROVIDE PROFESSIONAL DEVELOPMENT SERVICES FOR MICHIGAN'S PUBLIC SCHOOL WORK FORCE DURING THE PERIOD OF ADJUSTMENT TO PROJECTED DECREASES IN ENROLLMENT AND REDUCTIONS IN STAFF.

A More Detailed View: Facilities

The Economics of Underutilized Buildings

The minimum overhead costs of operating a school building continue regardless of the number of students served. And, as demonstrated in the section on finance, a decrease in enrollment is accompanied by a substantial decrease in state aid. The immediate result is not only an underutilized school building, but also increased per pupil operational costs--in short, the makings of a vicious circle.

The local district faced with this situation inevitably will reach a point where it is no longer financially sound--or financially possible--to operate buildings below capacity. The district is then faced with no choice but to close one or more buildings. How does a district go about this task?

School Closing Guidelines

The full report of the task force offers a set of suggested "School Closing Guidelines." The guidelines include discussion of alternative uses for school buildings, cautions that should be observed, and steps to be taken to maintain communications and positive relations with community members when building closings are being considered.

Cooperative Relationships Among Districts

The task force also believes that there are opportunities for local districts, working under the aegis of the intermediate district, to effect cooperative relationsiips--such as sharing facilities and programs--as one alternative to declining enrollment.

Reorganization of School Districts

Declining enrollments may call for further reorganization of Michigan's 530 school districts in order that quality education be maintained and delivered at a reasonable cost. Very small districts may wish to consider annexation to a larger district. Districts of relatively equal size may wish to consider consolidation. In any event, the harsh realities of declining enrollment are ample reason for both state and local officials to reopen the question of the need for and desirability of further reorganization of Michigan's 530 K-12 school districts.

THE PROPOSED LEGISLATION FOR RECOMMENDATIONS 1, 3, 4, AND 5 ON THE FOLLOWING PAGE WILL BE REVIEWED AND APPROVED BY THE STATE BOARD OF EDUCATION.

What Does All This Mean?

It means that Michigan has too many school buildings--and that the situation will worsen in the next several years. It means that local districts will have to close buildings--including high school buildings--and either put them to other uses or sell them. It means that local school officials will have to become very adept at managing school closings. It means that local districts ought to explore possibilities for cooperative arrangements to share facilities and programs. It means that the question of further school district reorganization needs to be raised and given serious consideration.

What Should We Do?

The task force believes that a number of actions--at state, intermediate, and local levels--are called for. These actions would include the provision of monetary incentives to public agencies to encourage their purchase and use of local school facilities. The task force recommends the following actions:

1. a) LOCAL SCHOOL DISTRICTS SHOULD INVESTIGATE THE AVAILABILITY OF SCHOOL FACILITIES IN ADJACENT DISTRICTS BEFORE MAKING A COMMITMENT TO BUILD A NEW FACILITY IN THEIR OWN DISTRICT.

   b) THE STATE BOARD OF EDUCATION SHOULD RECOMMEND TO THE LEGISLATURE THAT IT STRENGTHEN THE SCHOOL BOND LOAN ACT TO REQUIRE ANY SCHOOL DISTRICT ANTICIPATING THE BUILDING OF ADDITIONAL FACILITIES TO PROPOSE A DEFINITE PLAN, AS PART OF ITS SCHOOL BOND LOAN APPLICATION, OF BUILDING PLANNING AND UTILIZATION. THIS WOULD BE USED TO ASSIST STAFF IN MAKING A DETERMINATION THAT AREA OVERBUILDING WOULD NOT BE THE RESULT OF THE PROPOSED BUILDING PROGRAM.

2. INTERMEDIATE DISTRICTS WHO ARE CONTEMPLATING THE CONSTRUCTION OF FACILITIES FOR SPECIAL EDUCATION OR VOCATIONAL-TECHNICAL EDUCATION SHOULD INVESTIGATE THE POSSIBILITY OF UTILIZING ONE OR MORE EXISTING SCHOOL BUILDINGS WITHIN THEIR CONSTITUENCY FOR SUCH PURPOSE. EACH INTERMEDIATE SCHOOL DISTRICT THAT HAS EXPERIENCED AT LEAST A 10 PERCENT DECLINE IN ENROLLMENT SINCE 1971-72 OR ANTICIPATES A DECLINING ENROLLMENT OF 10 PERCENT BY THE 1980-81 SCHOOL YEAR SHOULD REPORT SUCH A SITUATION ANNUALLY TO THE DEPARTMENT OF EDUCATION.

3. THE STATE BOARD OF EDUCATION SHOULD RECOMMEND TO THE LEGISLATURE AN INCREASE IN TRANSPORTATION AID TO DISTRICTS THAT UTILIZE FACILITIES IN ADJACENT DISTRICTS IN LIEU OF CONSTRUCTING NEW FACILITIES IN THEIR OWN DISTRICTS.

4. THE STATE BOARD OF EDUCATION SHOULD RECOMMEND TO THE LEGISLATURE THAT FUNDS BE PROVIDED TO AN INTERMEDIATE OR LOCAL DISTRICT FOR THE ACQUISITION OF AN EXISTING LOCAL SCHOOL FACILITY FOR THE PURPOSES OF ESTABLISHING A VOCATIONAL-TECHNICAL SKILLS CENTER.

5. THE STATE BOARD OF EDUCATION SHOULD RECOMMEND TO THE LEGISLATURE THAT FUNDS BE PROVIDED TO A PUBLIC COMMUNITY COLLEGE OR PUBLIC FOUR-YEAR COLLEGE OR UNIVERSITY FOR THE ACQUISITION OF AN EXISTING LOCAL SCHOOL FACILITY.

6. THE STATE BOARD OF EDUCATION SHOULD GIVE TOP PRIORITY TO ITS 1977 LEGISLATIVE PROPOSAL TO PROVIDE FOR THE REORGANIZATION OF SMALL SCHOOL DISTRICTS.

CHAPTER ONE - INTRODUCTION

Background to the Report
Plan of Presentation

CHAPTER ONE - INTRODUCTION

Background to the Report

The spectacular growth in student enrollment that has characterized Michigan's educational system since the close of World War II has ended. Beginning in 1944-45, Michigan's public K-12 enrollment jumped each year, doubling itself by 1963-64 and reaching a peak of 2,141,761* students in 1971-72.

Then in 1972-73, the enrollment began a decline that has resulted in 115,553 fewer students by 1976-77. Projections indicate that there will be 236,320 fewer public school students in Michigan between 1975-76 and 1980-81.

Although the figures show student enrollment decreasing for Michigan as a whole, the decline is not evenly distributed throughout the state. Urban and older suburban areas are losing great numbers of students while newer suburbs in formerly rural areas--made accessible to job centers by new highways--are actually gaining in enrollment. However, it is predicted that soon more and more school districts will be confronting the phenomenon of declining enrollment.

Scope of the Report

The Task Force on Declining Enrollment has sought in this study to identify the changes declining enrollment creates in a school district, the implications of these changes, and the management techniques necessary for local school officials to deal appropriately and effectively with the changes. In addition, recommendations are made at the state level for action to respond to the impacts of declining enrollment.

The report addresses the three major areas affected by declining enrollment--finance, staffing, and facilities. The basic planning data are the grade enrollment projections for the state through 1992-93 and for Michigan's 58 intermediate school districts through 1980-81, as provided by Drs. Stanley E. Hecker and Frederick R. Ignatovich of Michigan State University.

Two major themes emerge from this study. The first is the need for careful planning by local school district officials in order that changes brought about by declining enrollment will be dealt with in an orderly and positive manner. This includes the need for an up-to-date knowledge of laws, regulations, and negotiation agreements that pertain to staff reduction and facility utilization.

A second theme is the need for state action at the legislative level in the form of additional state aid to declining districts and fiscal incentives for the wise use of school facilities.

Causes of the Decline

The state's pupil enrollment decline is attributed primarily to a drop in the number of live births. With the exception of years 1969 and 1970, the number of live births in Michigan has decreased since 1957 (see Table I). In 1975 the number of births fell to 133,931, a figure approximating the 1946 level of 138,572.

The National Trend

The statewide public school enrollment figures have paralleled the national trend. As in Michigan, pupil enrollment in the United States began a decline in the fall of 1972 for the first time since 1943-44 (see Table II).

U.S. public school enrollment reached an all-time high of 46.0 million in 1971-72, then dropped to 45.7 million in 1972-73. The decline is expected to continue through 1984.

National public school enrollment in grades K-8 increased from 30.0 million in 1964 to a high of 32.6 million in 1969. The K-8 enrollment is projected to decrease to 27.8 million in 1981 and then begin to increase to 28.5 million in 1984 (see Table III).

In grades 9-12, public school enrollment increased from 11.4 million in 1964 to 14.1 million in 1974. It is expected to remain at about the same level through 1978 and then begin to decrease rapidly to 12.1 million in 1984 as the children who were born in the low birth years of the late 1960's progress through high school (see Table III).

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*This figure excludes special education and adult education enrollments.

TABLE I

RESIDENT LIVE BIRTHS - MICHIGAN - 1945-75

Year	Births	Year	Births
1945	111,557	1961	192,825
1946	138,572	1962	182,790
1947	160,275	1963	178,871
1948	153,726	1964	175,103
1949	156,469	1965	166,464
1950	160,055	1966	165,794
1951	172,451	1967	161,637
1952	177,835	1968	158,674
1953	182,968	1969	163,810
1954	192,104	1970	170,545
1955	196,294	1971	160,892
1956	206,068	1972	146,037
1957	208,488	1973	140,121
1958	202,690	1974	137,285
1959	198,301	1975	133,931
1960	195,056		

Source: Michigan Department of Public Health

TABLE II

PUBLIC SCHOOL MEMBERSHIP - UNITED STATES
1942-43 THROUGH 1974-75

Year	United States
1942-43	24,155,146[1]
1943-44	23,266,616
1944-45	23,225,784
1945-46	23,299,941
1946-47	23,659,158
1947-48	23,944,532
1948-49	24,476,658
1949-50	25,111,427
1950-51	25,706,000
1951-52	26,562,664
1952-53	27,506,630
1953-54	28,836,052
1954-55	30,045,000
1955-56	31,162,843
1956-57	32,334,333
1957-58	33,528,591
1958-59	34,839,000[2]
1959-60	36,087,000[3]
1960-61	37,260,000[4]
1961-62	39,253,000
1962-63	39,746,000
1963-64	41,025,000
1964-65	41.416,000[5]
1965-66	42,173,000
1966-67	43,039,000
1967-68	43,891,000
1968-69	44,944,000
1969-70	45,619,000
1970-71	45,909,000
1971-72	46,081,000
1972-73	45,744,000
1973-74	45,430,000
1974-75	45,056,000

[1] Source for 1942-43 through 1957-58: Biennial Survey of Education in the United States.
[2] Source for 1958-59: Digest of Educational Statistics, (1970 edition), U.S. Department of Health, Education, and Welfare.
[3] Source for 1959-60: Historical Statistics of the United States: Colonial Times to 1970, Part I (1976 edition), U.S. Department of Commerce.
[4] Source for 1960-61 through 1963-64: Digest of Educational Statistics, (1972 edition), U.S. Department of Health, Education and Welfare.
[5] Source for 1964-65 through 1974-75: Projections of Educational Statistics to 1984-85 (1976 edition), National Center for Education Statistics.

TABLE III

ACTUAL AND PROJECTED PUBLIC SCHOOL
MEMBERSHIP GRADES K-8 AND 9-12 IN THE UNITED STATES
1964-65 THROUGH 1984-85

Actual

Year	K-8	9-12	Total K-12
1964-65	30,025,000	11,391,000	41,416,000
1965-66	30,563,000	11,610,000	42,173,000
1966-67	31,145,000	11,894,000	43,039,000
1967-68	31,641,000	12,250,000	43,891,000
1968-69	32,226,000	12,718,000	44,944,000
1969-70	32,597,000	13,022,000	45,619,000
1970-71	32,577,000	13,332,000	45,909,000
1971-72	32,265,000	13,816,000	45,081,000
1972-73	31,831,000	13,913,000	45,744,000
1973-74	31,353,000	14,077,000	45,430,000
1974-75	30,919,000	14,137,000	45,056,000

Projected

Year	K-8	9-12	Total K-12
1975-76	30,400,000	14,300,000	44,700,000
1976-77	30,000,000	14,400,000	44,400,000
1977-78	29,400,000	14,300,000	43,700,000
1978-79	28,700,000	14,200,000	42,900,000
1979-80	28,100,000	13,900,000	42,000,000
1980-81	27,900,000	13,400,000	41,300,000
1981-82	27,800,000	12,900,000	40,700,000
1982-83	27,900,000	12,400,000	40,300,000
1983-84	28,200,000	12,100,000	40,300,000
1984-85	28,500,000	12,100,000	40,600,000

Source: Projections of Educational Statistics to 1984-85 (1976 edition), National Center for Education Statistics.

The national projections are based on the assumption that a fertility rate of 2.1 births per woman (replacement level) will continue through 1984. It should be noted that a higher or lower fertility rate would alter these projections.

Why Declining Enrollment Causes Management Problems

Districts that have lost a significant segment of their student population during the past four years may have been able to lower pupil-teacher ratios, initiate new programs and expand existing ones, and vacate obsolete buildings. But declining enrollment presents difficulties as well as opportunities, and many local districts are facing new management problems associated with fewer students.

It has been said that managing a school district with a declining enrollment requires greater skill than managing a district that is expanding. For example, it is easier to hire teachers than it is to lay them off. It is easier to build schools than it is to close them. And it is easier for citizens to financially support a community that is growing than to accept the fact that both they and the community are growing older.

Many residents of a community with declining school enrollment will automatically assume that fewer students to educate will require fewer tax dollars. On the face of it, this assumption seems logical. But a closer inspection of the role and financial position of the public school system in 1976 reveals that a district budget cannot return to the lower level of pre-enrollment climb days.

Public school membership in Michigan doubled between 1944-45 and 1963-64 and continued to increase thereafter, requiring districts to build up a capability to serve these unprecedented numbers. In the 1950's and 1960's the public was asked to approve scores of construction bond issues, and new school buildings sprang up--sometimes in pairs--in communities across the state. A legion of teachers and administrators was hired to staff these facilities.

A heightened consciousness of the needs of the exceptional child and, more recently, state and federal laws gave impetus to an array of previously nonexistent services and programs, such as special education, bilingual education, counseling services, and reading and speech therapy programs. In addition, the concept of vocational education came to the fore, and districts expended funds on equipment, personnel, and facilities to give desiring students a technical skill.

As school district budgets were growing to accommodate greater numbers of students and better educational services, teachers won the right to bargain collectively, diminishing the authority of school boards to determine salaries, fringe benefits, and working conditions. Concurrently, inflation hit school districts, and budgets were increased repeatedly to keep up with the rising costs of equipment and supplies.

Even though fewer numbers of students now are entering the classrooms, school district officials are finding that it is impossible to backtrack with their budgets to an earlier day of low enrollment. There are facilities yet to be paid for, specialized programs that, by law, cannot be dismantled, proportionately higher teachers' salaries, and the continuing effects of inflation to contend with.

The enrollment reversal has thrust upon school administrators a totally new set of management decisions, decisions that must be made with the quality of the students' education as the top priority. Whether or not administrators overcome the difficulties of declining enrollment and meet the challenge of maintaining and even enhancing educational quality depends in large part on their willingness to accept the very fact of declining enrollment and to consider the suggestions and recommendations in this report.

Plan of Presentation

Projections for Michigan's combined public and nonpublic and public only K-12 school enrollment for 1976-77 through 1992-93 are provided in CHAPTER TWO. These projections are presented as "most likely," "high," and "low" estimates and are given by grade and grade group. Because the projections are based on live birth data as well as on historical enrollment data, K-12 enrollment for all grades is projected through 1980-81 only. Also presented is the "most likely" projection of the 1980-81 enrollment for each of Michigan's 58 intermediate school districts.

Local school officials are given the steps to follow in conducting a five-year enrollment forecast for their own district, and recommendations are made to state, intermediate, and local education planners.

CHAPTER THREE describes the financial problem local school district officials face when enrollments shrink. The advantages and disadvantages of three alternative state aid proposals that would help to alleviate the financial strain on declining districts are discussed, and one of the proposals is recommended for determining state aid.

Several management techniques are listed that may help local school officials decrease district operating costs.

CHAPTER FOUR presents the staffing trends in Michigan from 1970-71 to 1975-76 and estimates the total number of teachers that will be needed to serve the projected public student population through 1980-81. The staffing projections are separated into elementary, secondary, and K-12 special areas positions.

The implications of the projections are identified at the state level in the areas of teacher training, the State Tenure Commission case load, the Public School Employees Retirement System, and statewide professional development services.

The implications of the staffing projections are also identified at the local and intermediate district levels. Suggested guidelines for staff planning are provided to local and intermediate school district officials, and recommendations are made to state, intermediate, and local education planners.

CHAPTER FIVE discusses the impact of enrollment decline on school facilities and provides a set of "School Closing Guidelines" for school officials who are seeking to reduce district operational costs through building closing(s).

Recommendations are made to local and intermediate district officials who perceive a need for additional buildings. Recommendations also are made to the State Board of Education.

An annotated bibliography follows the appendices.

CHAPTER TWO - ENROLLMENT

Projections of Michigan School Enrollment
The Implications of the Projections for Local Districts
Recommendations

CHAPTER TWO - ENROLLMENT

Projections of Michigan School Enrollment

The K-12 school enrollment projections in this chapter are provided to acquaint state, regional, and local educational planners with the enrollment changes that are occurring and will occur in Michigan and to serve as a basis for analyzing problems resulting from declining enrollment.

The enrollment projections were computed by Drs. Stanley E. Hecker and Frederick R. Ignatovich of Michigan State University and are based on a causal projection model known as the cohort-survival ratio technique. This approach, also referred to as the grade-progression or class-succession method, was chosen because it has proven to be better for forecasting when enrollment patterns are changing.

The cohort-survival ratio estimates future enrollment by setting up a retention ratio of the number of children who have moved through the grades in previous years. Simply stated, it is the ratio between the number of children in one grade in a certain year and the number of children in the next higher grade the next year. For example, if 100 children attended fourth grade one year and 98 attended fifth grade the next year, the cohort-survival rate for grade five would be 0.98.

The reference cohorts were taken to be the children born five years prior to kindergarten enrollment and pupils enrolled in kindergarten through twelfth grade in the state in several successive years. The survival rates of these cohorts from birth to kindergarten and from grade to grade were computed for successive years. The projections for later years were made assuming that the survival rates for the reference cohorts would continue to hold in the future for additional cohorts. By taking the average survival ratios for birth to kindergarten and grade to grade and the current birth data and enrollments in grades kindergarten through twelve, it was possible to estimate twelfth grade enrollments 17 years into the future.

Three levels of estimation were computed--the "most likely" projections, the "high" projections, and the "low" projections. This was done in an effort to make more explicit some of the possible risks users would be facing in pinpointing actual enrollment. The high and low bounds reduce the margin of error by giving the user a confidence level; the high and low projections provide an interval within which the actual enrollments are expected to fall 99 percent of the time.

Scope of the Projections

The tables and figures in this chapter present "total" (combined public and nonpublic) and "public only" actual K-12 fall enrollments for years 1971-72 through 1975-76 and projected most likely, high, and low "total" and "public only" school enrollments for the current year 1976-77 through 1992-93. Special education and adult education enrollments are excluded.

Enrollment projections for children entering kindergarten after the fall of 1980-81 were not attempted because these children are as yet unborn and the projections would require speculation of birth data. Thus projections for all grades are made through 1980-81 only.

Also presented are the 1975-76 enrollment and most likely projected enrollment in 1980-81 of Michigan's 58 intermediate school districts (ISD's).

For Michigan "nonpublic only" school enrollment data, see Appendix A.

Source of Data

Michigan live birth data and historical enrollment data were used to compute the projections. The live birth data, obtained from the annual Vital Statistics Bulletin published by the Michigan Department of Public Health, were used to estimate future kindergarten enrollment since pre-school census data by school district were unavailable. Birth data are fairly good predictors of kindergarten enrollment because they indicate the number of children that can be expected to enter kindergarten five years later.

The Michigan enrollment data for public membership are based on the grade-by-grade enrollment reports submitted by each local district in the Local District Summary: Fourth Friday Report. This is the official Michigan enrollment report as defined by rules promulgated by the State Board of Education. The nonpublic enrollment data are based on the Nonpublic School Membership Report. Both reports include all pupils in membership in grades K-12, special education, and other, on the fourth Friday following Labor Day of each year. Special education and adult education enrollments were excluded for the projection computations.

Reliability of the Projections

The state level projections reflect in and out migration to and from the state. However, independent variables do fluctuate; thus unforeseen and constantly changing socio-economic factors could alter the Michigan migration patterns. The statewide projections are based on a large population and so are quite reliable--probably less than 1 percent error of the actual figure for years 1977 through 1982. They may be used as the best available estimate of the results of present student flow extrapolated into the future.

The intermediate school district projections should be used with some caution, however, because projections become less precise when a population unit is made smaller. Also, enrollment trends for a given intermediate district will vary from the statewide projected enrollment trends when the intermediate district socio-economic conditions are different from statewide conditions.

Assumptions

The enrollment projections in this report are based upon the following assumptions:

The relationship (survival rates) observed between Michigan births in any year and enrollment in kindergarten in Michigan five years later for the period for which actual data are available will prevail in the period of projection.

This assumption takes into account such factors as: (a) in and out migration patterns; (b) mortality rates; (c) relationship of public and nonpublic enrollments.

The relationship (survival rates) observed between succeeding grades in succeeding years for the period for which actual data are available will prevail in the period of projection.

This assumption takes into account such factors as: (a) in and out migration patterns; (b) mortality rates; (c) pattern of grade repeating; (d) holding power; (e) relationship of public and nonpublic enrollments.

Projected Statewide Total (Public and Nonpublic) School Enrollments

Table IV presents Michigan total (public and nonpublic) school historical source data, showing the number of live births to residents of Michigan for calendar years 1966 through 1975 and the actual fall enrollment for each grade and for grade groupings for school years 1971-72 through 1975-76.

Table V presents the most likely projected total K-12 school enrollment for Michigan. The projections are given for each grade level separately and are subtotaled by grade group configurations and summed across to provide grade group enrollment projections. Tables VI and VII present the same type of data for the high and low projections.

The changes in Michigan's school enrollment can be viewed as a population wave. Following the peak number of Michigan births in 1957, the number of kindergarten pupils reached its apex in 1962-63. The data in Table VIII* indicate that several years later (1966-67) the number of pupils enrolled in the lower elementary grades one, two, and three reached a maximum and began to decline.

In 1968-69, the crest of the population wave reached the upper elementary grades four, five, and six, and the decline in these grades began in 1969-70.

Lower elementary enrollment has continued to decline since 1966-67, but at a slower rate. In fact, due to increased births in 1969 and 1970, it is projected that a small "wavelet" of increased enrollment in grades one, two, and three will occur in 1976-77 and 1977-78. However, this will be temporary because of the significantly reduced number of births from 1971 through 1975.

Losses in the upper elementary grades four, five, and six will continue through 1978-79, when that wavelet of increased 1969 and 1970 births affects this grade grouping. Again, this temporary

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*These data were obtained from the historical data in Table IV and the projections in Tables V, VI, and VII. The combined public and nonpublic data are used for this analysis because of the unstable relationship between public and nonpublic enrollments prior to school year 1971-72. The defeat of state aid to nonpublic schools in 1970 caused many students to transfer from nonpublic to public schools in that year. Enrollments in nonpublic schools stabilized thereafter.

TABLE IV

MICHIGAN TOTAL (PUBLIC AND NONPUBLIC) SCHOOL HISTORICAL SOURCE DATA

LINE	LIVE BIRTHS YEAR (A)	BIRTHS (B)	ENROLLMENT BY GRADE YEAR (C)	GRADE LEVELS (D)	(E)	(F)	(G)	(H)	(I)	(J)	(K)	(L)	(M)	TOTAL (N)
1				K	1	2	3	4	5	6	7	8	9	
2				10	11	12								
3	1966	165794.	71-72	167420.	179553.	186629.	185716.	187668.	191461.	188934.	198768.	192687.	191968.	
4				186303.	167442.	148087.								2364628.
5	1967	162756.	72-73	164299.	172208.	175755.	182644.	184609.	186888.	190762.	198465.	189431.	194484.	
6				189998.	170601.	150024.								2342888.
7	1968	159058.	73-74	159666.	168589.	168031.	172372.	181177.	183827.	185677.	191794.	188461.	190861.	
8				188710.	172165.	151646.								2382976.
9	1969	165766.	74-75	162858.	163433.	163904.	164234.	170037.	179564.	182315.	186987.	189994.	198255.	
10				187436.	171023.	154049.								2266015.
11	1970	171665.	75-76	168806.	166394.	158366.	159513.	162046.	168495.	177988.	183358.	184259.	191679.	
12				186891.	171621.	155572.								2234988.
13	1971	162243.												
14	1972	146854.												
15	1973	141550.												
16	1974	137414.												
17	1975	133931.												

KEY:

Line 1 – Grade levels K–9.
Line 2 – Grade levels 10–12.
Lines 3–17, Column A – Calendar year (Jan. 1 – Dec. 31) of birth data in Column B.
Column B – Michigan live births.
Column C – School year of fall enrollment by grade.
Lines 3, 5, 7, 9, 11; Columns D–M Enrollment by grade indicated on line 1 (K–9).
Lines 4, 6, 8, 10, 12; Columns D–F Enrollment by grade indicated on line 2 (10–12).
Column N – Total annual public K–12 enrollment.

Lines 18 and 19 – Grade groupings.
Lines 20, 22, 24, 26, 28 – Aggregated enrollment by grade groups on line 18.
Lines 21, 23, 25, 27, 29 – Aggregated enrollment by grade groups on line 19.

LINE	YEAR	- - - - ENROLLMENTS BY GRADE GROUP K- 6	1- 3	1- 4	1- 5	1- 6	1- 7	1- 8	1-12	4- 6	5- 8
18		K-12	6- 9	7- 8	7- 9	7-12	8-12	9-12	9-12	10-12	11-12
19											
20	71-72	1287381.	551898.	739566.	931027.	1119961.	1318729.	1503416.	2197288.	568863.	763858.
21		2364628.	764349.	383455.	575415.	1077247.	886479.	378263.	693792.	501832.	315529.
22	72-73	1257165.	530607.	715216.	902134.	1092866.	1283331.	1472762.	2177789.	562259.	757546.
23		2342088.	765062.	379896.	574300.	1084923.	894458.	384402.	705027.	518623.	320625.
24	73-74	1219339.	508992.	690169.	873996.	1059673.	1251467.	1439928.	2143318.	550681.	749759.
25		2302976.	756793.	380255.	571116.	1093637.	891843.	379571.	703382.	512521.	323811.
26	74-75	1186345.	491571.	661608.	841172.	1023487.	1210394.	1400388.	2103157.	531916.	738788.
27		2266815.	749471.	376901.	567156.	1079670.	892763.	377691.	702769.	512514.	325078.
28	75-76	1161528.	484273.	646319.	814814.	992722.	1176072.	1360331.	2066094.	508449.	714812.
29		2234988.	737196.	367609.	559288.	1073372.	890322.	378578.	705763.	514884.	327193.

TABLE V

MICHIGAN TOTAL (PUBLIC AND NONPUBLIC) SCHOOL MOST LIKELY PROJECTED ENROLLMENT

GRADE GROUPS	K-K	K-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
COHORT-SURVIVAL RATES	100.770	102.485	97.398	97.883	98.932	99.343	99.265	100.598	99.085	100.889	98.219	91.897	89.538

MOST LIKELY PROJECTED ENROLLMENT

- - - PROJECTED ENROLLMENT BY GRADE - - -

YEAR	K	1	2	3	4	5	6	7	8	9	10	11	12
76-77	163493.	173081.	162064.	154886.	157810.	160981.	167256.	178958.	181525.	185897.	188265.	170251.	153665.
77-78	147985.	167556.	168499.	158503.	153232.	156773.	159798.	168244.	177177.	183139.	182586.	171502.	152439.
78-79	142640.	151663.	163196.	164797.	156818.	152226.	155628.	160741.	166569.	178752.	179876.	166329.	153559.
79-80	138473.	146185.	147716.	159618.	163037.	155780.	151106.	156539.	159141.	168050.	175568.	163861.	148927.
80-81	134963.	141914.	142391.	144470.	157915.	161966.	154635.	151998.	154981.	160556.	165056.	159936.	146717.
81-82	0.	138317.	138221.	139252.	142928.	156868.	160775.	155548.	150486.	156359.	157696.	150361.	143203.
82-83	0.	0.	134717.	135184.	137766.	141989.	155715.	161724.	154080.	151823.	153574.	143656.	134629.
83-84	0.	0.	0.	131757.	133748.	136861.	140945.	156634.	160115.	155369.	149119.	139900.	128626.
84-85	0.	0.	0.	0.	130350.	132862.	135854.	141777.	155075.	161538.	152601.	135842.	125263.
85-86	0.	0.	0.	0.	0.	129494.	131885.	136656.	140366.	156453.	158660.	139014.	121630.
86-87	0.	0.	0.	0.	0.	0.	128542.	132663.	135296.	141614.	153667.	144534.	124478.
87-88	0.	0.	0.	0.	0.	0.	0.	129301.	131343.	136499.	139091.	139985.	129412.
88-89	0.	0.	0.	0.	0.	0.	0.	0.	128614.	132518.	134067.	126707.	125339.
89-90	0.	0.	0.	0.	0.	0.	0.	0.	0.	129152.	130150.	122131.	113450.
90-91	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	126851.	118562.	109353.
91-92	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	115557.	106158.
92-93	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	103467.

- - - - ENROLLMENTS BY GRADE GROUP

	YEAR	K- 6	1- 3	1- 4	1- 5	1- 6	1- 7	1- 8	1-12	4- 6	5- 8
2		K-12	6- 9	7- 8	7- 9	7-12	8-12	9-10	9-12	10-12	11-12
3	76-77	1139491.	489951.	647761.	808742.	975999.	1154957.	1336482.	2834568.	486047.	688721.
4		2198053.	713637.	368483.	546380.	1858561.	879603.	374162.	698078.	512181.	323916.
5	77-78	1112346.	494558.	647790.	804553.	964361.	1132605.	1309782.	1999447.	469883.	661992.
6		2147433.	688357.	345421.	528559.	1835086.	866843.	365724.	689666.	506527.	323941.
7	78-79	1086952.	479655.	636466.	788691.	944312.	1105053.	1271622.	1958139.	464656.	635156.
8		2092779.	661683.	327313.	536062.	1805827.	845086.	358629.	678517.	499765.	319888.
9	79-80	1061907.	453511.	616548.	772328.	923435.	1079974.	1239115.	1995521.	469923.	622567.
10		2033994.	634837.	315681.	483730.	972087.	815547.	343618.	656406.	488356.	312788.
11	80-81	1038234.	428765.	586671.	748637.	903271.	1055270.	1210251.	1842517.	474506.	623580.
12		1977480.	622170.	306980.	467536.	939245.	787247.	325612.	632266.	471710.	306654.
13	81-82	0.	415790.	558718.	715586.	876361.	1031909.	1182394.	1790813.	460571.	623676.
14		0.	623167.	306033.	452392.	913652.	758104.	314055.	607618.	451260.	293564.
15	82-83	0.	0.	0.	0.	0.	0.	0.	0.	435469.	613427.
16		0.	623262.	315724.	467547.	899405.	737681.	305397.	583682.	431858.	278285.
17	83-84	0.	0.	0.	0.	0.	0.	0.	0.	411546.	594554.
18		0.	613062.	316748.	472117.	889762.	733128.	304487.	573013.	417645.	268526.

KEY:

Lines 1 and 2 Grade groupings

Lines 3, 5, 7, 9, 11, 13, 15, 17 – Aggregated enrollment by grade groups on line 1.

Lines 4, 6, 8, 10, 12, 14, 16, 18 Aggregated enrollment by grade groups on line 2.

TABLE VI

MICHIGAN TOTAL (PUBLIC AND NONPUBLIC) SCHOOL HIGH PROJECTED ENROLLMENT

LINE	GRADE GROUPS	B-K	K-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
	COHORT-SURVIVAL RATES	106.964	102.611	97.574	97.865	99.197	99.576	99.352	100.615	99.061	100.891	98.232	91.562	89.598

HIGH PROJECTED ENROLLMENT

- - - PROJECTED ENROLLMENT BY GRADE - - -

YEAR	K	1	2	3	4	5	6	7	8	9	10	11	12
76-77	163808.	173214.	162358.	154984.	158232.	161360.	167403.	179002.	181629.	185981.	188298.	171122.	153768.
77-78	148270.	166085.	169012.	158891.	153740.	157562.	160314.	168433.	177322.	183248.	182614.	172403.	153321.
78-79	142915.	152142.	164008.	165403.	157615.	153088.	156541.	161306.	166852.	178902.	180868.	167206.	154469.
79-80	138739.	146647.	148451.	160506.	164075.	156947.	152096.	157503.	159786.	168339.	175739.	164819.	149812.
80-81	135223.	142362.	143090.	145282.	159217.	163380.	155930.	153032.	156025.	161210.	165362.	160911.	147674.
81-82	0.	138753.	138909.	140034.	144115.	158542.	162321.	156889.	151596.	157416.	158360.	151410.	144172.
82-83	0.	0.	135388.	135943.	138910.	143504.	157515.	163328.	155417.	152947.	154632.	144998.	135660.
83-84	0.	0.	0.	132497.	134851.	138321.	142574.	158484.	161787.	156802.	150242.	141585.	129915.
84-85	0.	0.	0.	0.	131433.	134280.	137425.	143451.	156996.	163229.	154829.	137565.	126857.
85-86	0.	0.	0.	0.	0.	130876.	133609.	138270.	142105.	158395.	160342.	141033.	123255.
86-87	0.	0.	0.	0.	0.	0.	130028.	134230.	136973.	143371.	155595.	146813.	126362.
87-88	0.	0.	0.	0.	0.	0.	0.	130828.	132970.	138193.	140836.	142466.	131541.
88-89	0.	0.	0.	0.	0.	0.	0.	0.	129600.	134155.	135750.	128953.	127646.
89-90	0.	0.	0.	0.	0.	0.	0.	0.	0.	130755.	131783.	124296.	115539.
90-91	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	128443.	120664.	111366.
91-92	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	117605.	108112.
92-93	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	105372.

- - - - ENROLLMENTS BY GRADE GROUP

LINE	YEAR	K-6 / K-12	1-3 / 6-9	1-4 / 7-8	1-5 / 7-9	1-6 / 7-12	1-7 / 8-12	1-8 / 9-10	1-12 / 9-12	4-6 / 10-12	5-8 / 11-12
1		K-6	1-3	1-4	1-5	1-6	1-7	1-8	1-12	4-6	5-8
2		K-12	6-9	7-8	7-9	7-12	8-12	9-10	9-12	10-12	11-12
3	76-77	1141358.	490556.	648788.	810148.	977551.	1156553.	1338182.	2837263.	486995.	689394.
4		2281071.	713936.	360632.	546532.	1059712.	880710.	374191.	699081.	513188.	324990.
5	77-78	1115874.	495988.	649728.	807290.	967604.	1136036.	1313359.	2804944.	471615.	663631.
6		2153214.	689317.	345755.	529003.	1037341.	868908.	365862.	691586.	508338.	325724.
7	78-79	1091712.	481553.	639168.	792256.	948797.	1110097.	1276949.	1957534.	467244.	637781.
8		2100449.	663595.	328152.	517055.	1008737.	847437.	358910.	688585.	501682.	321674.
9	79-80	1067462.	455604.	619679.	776626.	928723.	1086226.	1246812.	1384722.	473119.	626333.
10		2043461.	637725.	317290.	485628.	975999.	818496.	344078.	658710.	490371.	314632.
11	80-81	1044483.	430733.	589950.	753330.	909260.	1062292.	1218317.	1853475.	478527.	628367.
12		1988698.	626198.	309057.	470267.	944215.	791183.	326572.	635158.	473948.	308585.
13	81-82	0.	417697.	561811.	720354.	882675.	1039564.	1191160.	1802517.	464978.	629349.
14		0.	628222.	308485.	455901.	919843.	762353.	315775.	611357.	453942.	295582.
15	82-83	0.	0.	0.	0.	0.	0.	0.	0.	439929.	619756.
16		0.	629198.	318737.	471683.	906973.	743653.	307579.	588236.	435298.	280658.
17	83-84	0.	0.	0.	0.	0.	0.	0.	0.	415746.	601166.
18		0.	619647.	320271.	477073.	898814.	740331.	307044.	578544.	421742.	271500.

KEY:

Lines 1 and 2 Grade groupings

Lines 3, 5, 7, 9, 11, 13, 15, 17 – Aggregated enrollment by grade groups on line 1.

Lines 4, 6, 8, 10, 12, 14, 16, 18 Aggregated enrollment by grade groups on line 2.

TABLE VII

MICHIGAN TOTAL (PUBLIC AND NONPUBLIC) SCHOOL LOW PROJECTED ENROLLMENT

LINE	GRADE GROUPS	K-K	K-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
	COHORT-SURVIVAL RATES	100.382	102.359	97.221	97.740	98.668	99.110	99.177	100.541	98.948	100.887	98.286	98.631	89.478

LOW PROJECTED ENROLLMENT

- - - P R O J E C T E D E N R O L L M E N T B Y G R A D E - - -

YEAR	K	1	2	3	4	5	6	7	8	9	10	11	12
76-77	162863.	172789.	161770.	154787.	157388.	160603.	167109.	178870.	181421.	185893.	188239.	169380.	153562.
77-78	147415.	166706.	167987.	158114.	152725.	155987.	159282.	168013.	176988.	183030.	182557.	170602.	151557.
78-79	142091.	150893.	162073.	164191.	156038.	151366.	154704.	160144.	166245.	178558.	179745.	165453.	152651.
79-80	137939.	145443.	146700.	158411.	162014.	154619.	150121.	155541.	158459.	167728.	175354.	162934.	148043.
80-81	134443.	141194.	141402.	143385.	156310.	160561.	153347.	150933.	153914.	159864.	164710.	158924.	145763.
81-82	0.	137615.	137270.	138206.	141475.	154909.	159241.	154177.	149345.	155269.	156996.	149278.	142202.
82-83	0.	0.	133791.	134168.	136365.	140215.	153634.	160102.	152555.	150669.	152483.	142286.	133578.
83-84	0.	0.	0.	130767.	132381.	135151.	139062.	154466.	158418.	153908.	147965.	138196.	127314.
84-85	0.	0.	0.	0.	129025.	131202.	134039.	139814.	152840.	159822.	151146.	134102.	123654.
85-86	0.	0.	0.	0.	0.	127877.	130123.	134765.	138343.	154196.	156954.	136984.	119991.
86-87	0.	0.	0.	0.	0.	0.	126825.	130827.	133347.	139570.	151429.	142249.	122578.
87-88	0.	0.	0.	0.	0.	0.	0.	127511.	129450.	134529.	137066.	137241.	127281.
88-89	0.	0.	0.	0.	0.	0.	0.	0.	126169.	130598.	132115.	124223.	122808.
89-90	0.	0.	0.	0.	0.	0.	0.	0.	0.	127288.	128255.	119737.	111152.
90-91	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	125004.	116238.	107137.
91-92	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	113292.	104007.
92-93	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	101371.

- - - - ENROLLMENTS BY GRADE GROUP

LINE	YEAR	K-6	1-3	1-4	1-5	1-6	1-7	1-8	1-12	4-6	5-8
2		K-12	6-9	7-8	7-9	7-12	8-12	9-10	9-12	10-12	11-12
3	76-77	1137310.	489346.	646734.	807337.	974446.	1153317.	1334738.	2331813.	485108.	688084.
4		2194676.	713294.	360291.	546184.	1057366.	878496.	374132.	697075.	511182.	322943.
5	77-78	1108217.	492807.	645532.	801519.	960801.	1128814.	1305803.	1993558.	467994.	660271.
6		2140965.	687314.	345032.	528031.	1032749.	864735.	365587.	687747.	504717.	322168.
7	78-79	1081326.	477157.	633165.	784531.	939234.	1099378.	1265624.	1942031.	462077.	632459.
8		2084122.	659651.	326389.	514948.	1002796.	842652.	358303.	676407.	497849.	318184.
9	79-80	1055236.	450554.	612558.	767177.	917297.	1072838.	1231297.	1885318.	466743.	618739.
10		2023257.	631840.	314000.	481719.	968021.	812480.	343074.	654021.	486301.	310947.
11	80-81	1030632.	425980.	582281.	742842.	896189.	1047122.	1201026.	1830287.	470209.	618745.
12		1964730.	618048.	304837.	454701.	934098.	783166.	324574.	629261.	469397.	304687.
13	81-82	0.	413091.	554566.	709475.	868715.	1022892.	1172237.	1775981.	455624.	617671.
14		0.	618031.	303522.	458791.	907265.	753088.	312265.	603744.	448475.	291479.
15	82-83	0.	0.	0.	0.	0.	0.	0.	0.	438215.	606507.
16		0.	616960.	312657.	463326.	891665.	731563.	303152.	579808.	428339.	275856.
17	83-84	0.	0.	0.	0.	0.	0.	0.	0.	406594.	587096.
18		0.	605853.	312883.	456791.	880266.	725801.	301873.	567383.	413475.	265510.

KEY:

Lines 1 and 2 Grade groupings

Lines 3, 5, 7, 9, 11, 13, 15, 17 – Aggregated enrollment by grade groups on line 1.

Lines 4, 6, 8, 10, 12, 14, 16, 18 Aggregated enrollment by grade groups on line 2.

TABLE VIII

SUMMARY OF MICHIGAN TOTAL (PUBLIC AND NONPUBLIC)
ACTUAL AND PROJECTED SCHOOL ENROLLMENT BY GRADE GROUPS

Grades 1-3		Grade 4-6		Grades 7-9		Grades 10-12	
1957-8	496,410	1960-1	479,036	1963-4	477,825	1966-7	436,288
1958-9	513,826	1961-2	495,843	1964-5	500,914	1967-8	453,327
1959-0	537,369	1962-3	511,832	1965-6	518,474	196 8-9	469,219
1960-1	549,818	1963-4	527,714	1966-7	528,093	1969-0	478,760
1961-2	559,643	1964-5	541,272	1967-8	538,566	1970-1	490,043
1962-3	575,720	1965-6	555,209	1968-9	552,433	1971-2	501,832
1963-4	589,990	1966-7	570,944	1969-0	565,024	1972-3	510,623
1964-5	600,549	1967-8	579,530	1970-1	575,890	1973-4	512,521
1965-6	602,877	1968-9	581,777	1971-2	575,415	1974-5	512,514
1966-7	603,837	1969-0	577,048	1972-3	574,300	1975-6	514,084
1967-8	595,642	1970-1	573,194	1973-4	571,116	1976-7	512,181
1968-9	591,996	1971-2	568,063	1974-5	567,156	1977-8	506,527
1969-0	582,790	1972-3	562,259	1975-6	559,288	1978-9	499,765
1970-1	571,658	1973-4	550,681	1976-7	546,380	1979-0	488,356
1971-2	551,898	1974-5	531,916	1977-8	528,559	1980-1	471,710
1972-3	530,607	1975-6	508,449	1978-9	506,062	1981-2	451,260
1973-4	508,992	1976-7	486,047	1979-0	483,730	1982-3	431,858
1974-5	491,571	1977-8	469,803	1980-1	467,536	1983-4	417,645
1975-6	484,273	1978-9	464,656	1981-2	462,392	1984-5	413,706
1976-7	489,951	1979-0	469,923	1982-3	467,547	1985-6	419,304
1977-8	494,558	1980-1	474,506	1983-4	472,119	1986-7	422,670
1978-9	479,655	1981-2	460,571	1984-5	458,390	1987-8	408,489
1979-0	453,511	1982-3	435,469	1985-6	433,476	1988-9	386,114
1980-1	428,765	1983-4	411,546	1986-7	409,573	1989-0	365,731
1981-2	415,790	1984-5	399,066	1987-8	397,142	1990-1	354,766

respite will be followed by a significant decline in upper elementary grade enrollment.

The traditional junior high school grades of seven, eight, and nine began to lose enrollment in 1972-73, and the annual decline has accelerated because the big wave of 1957 era births has moved through these grades. It is projected that the accelerated annual decline will continue for this grade grouping until the early 1980's (1982-83), when the wavelet of increased 1969 and 1970 births reaches these grades. This temporary turnabout is anticipated to reverse immediately with accelerated losses in the mid-1980's.

Enrollment in the upper secondary grades of ten, eleven, and twelve in Michigan schools apparently reached a peak in 1975-76 because the 1957 period wave of births has now passed through these grades. It is anticipated that a decline will begin in the upper secondary grades in 1976-77, and that annual losses will accelerate until about 1982-83. It is projected that the wavelet caused by the increased number of births in 1969 and 1970 will cause enrollment increases in these grades around the 1985-86 school year, to be followed immediately by substantial annual enrollment losses until the early 1990's. Projections beyond this date would be pure speculation since the mid-1990 senior high school pupils are not yet born.

In summary, the peak of the great wave of births in the late 1950's passed through the schools as follows:

Grades 1 - 3	1966-67
Grades 4 - 6	1968-69
Grades 7 - 9	1971-72
Grades 10 - 12	1975-76

A small wavelet of increased births in the years 1969 and 1970 is expected to produce temporary enrollment increases in the following years:

Grades 1 - 3	1976-77 and 1977-78
Grades 4 - 6	1979-80
Grades 7 - 9	1982-83
Grades 10 - 12	1985-86

Projected Statewide Public School Enrollment

Table IX presents Michigan statewide public school historical source data, showing the number of live births to residents of Michigan for calendar years 1966 through 1975 and the actual fall enrollments for each grade and for grade groupings for years 1971-72 through 1975-76.

Tables X, XI, and XII present the Michigan public school most likely, high and low enrollment projections, respectively.

Table XIII is a summary of Tables IX, X, XI, and XII. The data in this table indicate that public K-12 enrollment in Michigan has declined from 2,141,761 pupils in 1971-72 to 2,026,208 pupils in 1975-76. This decline totaled 115,553 pupils or 5.40 percent of the 1971-72 enrollment. A study of the most likely projection for the period 1976-77 through 1980-81 indicates a continued decline in Michigan's public school enrollment. The 1,789,888 pupils anticipated as the most likely projection for 1980-81 represent a decline of 236,320 pupils or 11.66 percent from the 2,026,208 pupils reported in 1975-76. The data in Table XIII are presented visually in Figure 1.

Actual and Projected ISD Enrollment

Table XIV is a summary of the actual and projected enrollment data developed for each of the 58 intermediate school districts in Michigan. In each case, the projected 1980-81 enrollment represents the most likely projection. For example, Allegan Intermediate School District enrolled 15,525 pupils in 1975-76. Based on the number of births recorded to Allegan ISD residents between 1971 and 1975 and the pattern of grade progression reported for school years 1971-72 through 1975-76, the most likely projection is that Allegan ISD will enroll 15,097 pupils in 1980-81. This represents a loss of 428 pupils or 2.76 percent of the 1975-76 enrollment.

Care must be exercised in the use of these intermediate school district enrollment projections. The projections are made on the basis of historical data, which are not reflective, in some cases, of extreme changes in economic conditions of an area. For example, the Marquette-Alger Intermediate School District shows a projected 8.21 percent decline in enrollment over the next five years. In fact, economic expansion in the area within the last year may mean no decline or an increase in school enrollment over the coming five-year period.

TABLE IX

MICHIGAN PUBLIC SCHOOL HISTORICAL SOURCE DATA

LINE	LIVE BIRTHS YEAR (A)	BIRTHS (B)	ENROLLMENT BY GRADE YEAR (C)	GRADE LEVELS K (D)	1 (E)	2 (F)	3 (G)	4 (H)	5 (I)	6 (J)	7 (K)	8 (L)	9 (M)	TOTAL (N)
1				10	11	12								
2	1966	165794.	71-72	163206.	162558.	167348.	165629.	166396.	169414.	166741.	169741.	171486.	177431.	
3				172673.	154359.	134867.								2141761.
4	1967	162756.	72-73	159134.	155081.	157681.	162629.	164188.	165587.	168997.	169667.	169865.	179789.	
5				176415.	157776.	137576.								2123497.
6	1968	159058.	73-74	153824.	151934.	150285.	153911.	161868.	163871.	164668.	171278.	168588.	176258.	
7				175096.	159353.	139458.								2088781.
8	1969	165760.	74-75	155987.	147344.	146946.	146188.	151769.	159768.	162093.	166923.	170013.	175558.	
9				173641.	158303.	141918.								2056449.
10	1970	171665.	75-76	159981.	149484.	141795.	141906.	143911.	149672.	158018.	163788.	165812.	177387.	
11				173314.	158655.	143365.								2026208.
12	1971	162243.												
13	1972	146854.												
14	1973	141550.												
15	1974	137414.												
16	1975	133931.												

KEY:

Line 1 – Grade levels K–9.
Line 2 – Grade levels 10–12.
Lines 3–17, Column A – Calendar year (Jan. 1 – Dec. 31) of birth data in Column B.
Column B – Michigan live births.
Column C – School year of fall enrollment by grade.
Lines 3, 5, 7, 9, 11; Columns D–M Enrollment by grade indicated on line 1 (K–9).
Lines 4, 6, 8, 10, 12; Columns D–F Enrollment by grade indicated on line 2 (10–12).
Column N – Total annual public K–12 enrollment.

Lines 18 and 19 – Grade groupings.
Lines 20, 22, 24, 26, 28 – Aggregated enrollment by grade groups on line 18.
Lines 21, 23, 25, 27, 29 – Aggregated enrollment by grade groups on line 19.

- - - - ENROLLMENTS BY GRADE GROUP

LINE	YEAR	K- 6 K-12	1- 3 6- 9	1- 4 7- 8	1- 5 7- 9	1- 6 7-12	1- 7 8-12	1- 8 9-10	1-12 9-12	4- 6 10-12	5- 8 11-12
18											
19											
20	71-72	1161284.	495527.	661923.	831337.	998078.	1167819.	1339225.	1976555.	502551.	677302.
21		2141761.	685319.	341147.	518578.	988477.	818736.	350104.	639330.	461899.	289226.
22	72-73	1133209.	475391.	639491.	805078.	974075.	1143742.	1312887.	1964363.	498684.	673316.
23		2123497.	687518.	338732.	518521.	990288.	820621.	356284.	651556.	471767.	295352.
24	73-74	1098753.	456130.	617198.	780269.	944929.	1116207.	1284707.	1934877.	488799.	667509.
25		2088781.	680696.	339778.	516836.	989948.	818678.	351354.	650178.	473912.	298816.
26	74-75	1070095.	440478.	592247.	752015.	914108.	1081031.	1251044.	1900462.	473638.	658797.
27		2056449.	674587.	336936.	512494.	986354.	819431.	349199.	649418.	473868.	308219.
28	75-76	1044767.	433185.	577096.	726758.	884786.	1048574.	1213586.	1866227.	451601.	636498.
29		2026208.	664125.	328830.	506107.	981441.	817653.	358621.	652641.	475334.	302020.

TABLE X

MICHIGAN PUBLIC SCHOOL MOST LIKELY PROJECTED ENROLLMENT

LINE	GRADE GROUPS	K-K	K-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
E	COHORT-SURVIVAL RATES	96.196	95.698	96.875	97.229	98.824	99.368	99.428	101.362	99.287	104.245	98.619	98.891	89.099

MOST LIKELY PROJECTED ENROLLMENT

- - - PROJECTED ENROLLMENT BY GRADE - - -

YEAR	K	1	2	3	4	5	6	7	8	9	10	11	12
76-77	156071.	153099.	144812.	137866.	140237.	142990.	148824.	168170.	162828.	172816.	174858.	157527.	141344.
77-78	141268.	149357.	148314.	140800.	136245.	139340.	142161.	150831.	159028.	169522.	169648.	158930.	140348.
78-79	136165.	135190.	144689.	144205.	139144.	135373.	138532.	144097.	149755.	165778.	167180.	154187.	141589.
79-80	132187.	130308.	130965.	140680.	142509.	138254.	134588.	140419.	143869.	156112.	163488.	151952.	137364.
80-81	128836.	126500.	126235.	127337.	139026.	141597.	137452.	136421.	139417.	149142.	153955.	148596.	135373.
81-82	0.	123294.	122547.	122738.	125839.	138136.	140776.	139324.	135468.	145335.	147082.	139931.	132383.
82-83	0.	0.	119441.	119151.	121234.	125034.	137336.	142693.	138331.	141198.	143327.	133684.	124684.
83-84	0.	0.	0.	116131.	117750.	120518.	124309.	139206.	141676.	144202.	139247.	130272.	119098.
84-85	0.	0.	0.	0.	114766.	116997.	119819.	126002.	138213.	147689.	142210.	126563.	116058.
85-86	0.	0.	0.	0.	0.	114031.	116318.	121451.	125104.	144080.	145649.	129256.	112754.
86-87	0.	0.	0.	0.	0.	0.	113378.	117903.	120585.	130414.	142089.	132382.	115153.
87-88	0.	0.	0.	0.	0.	0.	0.	114914.	117062.	125703.	128612.	129147.	117938.
88-89	0.	0.	0.	0.	0.	0.	0.	0.	114095.	122030.	123967.	116897.	115056.
89-90	0.	0.	0.	0.	0.	0.	0.	0.	0.	118937.	120345.	112675.	104142.
90-91	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	117294.	109383.	100381.
91-92	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	106610.	97448.
92-93	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	94978.

- - - - ENROLLMENTS BY GRADE GROUP

LINE	YEAR	K- 6	1- 3	1- 4	1- 5	1- 6	1- 7	1- 8	1-12	4- 6	5- 8
2		K-12	6- 9	7- 8	7- 9	7-12	8-12	9-10	9-12	10-12	11-12
3	76-77	1023880.	435777.	576015.	719034.	867809.	1827979.	1190599.	1836344.	432032.	614584.
4		1992415.	643610.	322790.	494806.	968535.	808365.	346874.	645745.	473729.	298871.
5	77-78	997485.	438471.	574716.	714056.	856217.	1807048.	1166078.	1804587.	417746.	591360.
6		1945775.	621542.	309859.	479381.	948290.	797459.	339162.	638431.	468989.	299270.
7	78-79	973299.	424084.	563229.	698632.	837134.	981231.	1130986.	1759721.	413050.	587757.
8		1895887.	598162.	293852.	459630.	922587.	778490.	332958.	628735.	462957.	295777.
9	79-80	949491.	401953.	544462.	682716.	817384.	957723.	1100793.	1739788.	415351.	556338.
10		1841895.	574188.	283488.	439600.	892404.	751985.	319599.	608916.	452804.	289316.
11	80-81	926984.	380072.	519098.	660635.	798147.	934569.	1073986.	1661852.	418075.	554888.
12		1789888.	562433.	275839.	424981.	862904.	726483.	303097.	587066.	437924.	283969.
13	81-82	0.	368578.	494418.	632554.	773330.	912654.	1048103.	1612833.	484752.	553685.
14		0.	566884.	274773.	420108.	839504.	700179.	292417.	564731.	419396.	272314.
15	82-83	0.	0.	0.	0.	0.	0.	0.	0.	383664.	543393.
16		0.	559557.	281024.	422222.	823897.	681203.	284525.	542873.	401675.	258348.
17	83-84	0.	0.	0.	0.	0.	0.	0.	0.	362577.	525709.
18		0.	549393.	280882.	425084.	813701.	674495.	283449.	532819.	388617.	249378.

KEY:

Lines 1 and 2 Grade groupings

Lines 3, 5, 7, 9, 11, 13, 15, 17 – Aggregated enrollment by grade groups on line 1.

Lines 4, 6, 8, 10, 12, 14, 16, 18 Aggregated enrollment by grade groups on line 2.

TABLE XI

MICHIGAN PUBLIC SCHOOL HIGH PROJECTED ENROLLMENT

LINE	GRADE GROUPS	B-K	K-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
	COHORT-SURVIVAL RATES	97.242	95.809	96.954	97.274	99.040	99.443	99.440	101.374	99.312	104.272	98.722	91.378	89.127

HIGH PROJECTED ENROLLMENT

- - - P R O J E C T E D E N R O L L M E N T B Y G R A D E - - -

YEAR	K	1	2	3	4	5	6	7	8	9	10	11	12
76-77	157768.	153277.	144930.	137929.	140544.	143118.	148834.	160190.	162661.	172062.	175041.	158356.	141405.
77-78	142804.	151157.	148607.	140979.	136606.	139762.	142309.	158880.	159088.	169611.	169863.	159934.	141139.
78-79	137646.	136819.	146552.	144556.	139626.	135845.	138979.	144265.	149842.	165885.	167443.	155203.	142545.
79-80	133624.	131878.	132651.	142557.	143158.	138849.	135085.	140889.	143272.	156244.	163764.	152992.	138328.
80-81	130237.	128024.	127860.	129035.	141188.	142371.	138071.	136941.	139928.	149394.	154247.	149631.	136358.
81-82	0.	124779.	124124.	124374.	127796.	140402.	141574.	139969.	135999.	145898.	147484.	140934.	133362.
82-83	0.	0.	120978.	120740.	123181.	127085.	139616.	143520.	139006.	141810.	144033.	134755.	125611.
83-84	0.	0.	0.	117680.	119591.	122495.	126374.	141535.	142533.	144945.	139997.	131633.	120104.
84-85	0.	0.	0.	0.	116550.	118916.	121819.	125110.	140562.	148623.	143093.	127915.	117294.
85-86	0.	0.	0.	0.	0.	115902.	118250.	123483.	127229.	146567.	146723.	130743.	114007.
86-87	0.	0.	0.	0.	0.	0.	115253.	119875.	122634.	132665.	144694.	134060.	116528.
87-88	0.	0.	0.	0.	0.	0.	0.	116837.	119051.	127873.	130969.	132206.	119484.
88-89	0.	0.	0.	0.	0.	0.	0.	0.	116833.	124137.	126239.	119666.	117832.
89-90	0.	0.	0.	0.	0.	0.	0.	0.	0.	120991.	122550.	115344.	106655.
90-91	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	119444.	111974.	102803.
91-92	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	109135.	99799.
92-93	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	97270.

- - - - ENROLLMENTS BY GRADE GROUP

LINE	YEAR	K- 6	1- 3	1- 4	1- 5	1- 6	1- 7	1- 8	1-12	4- 6	5- 8
2		K-12	6- 9	7- 8	7- 9	7-12	8-12	9-10	9-12	10-12	11-12
3	76-77	1026392.	436136.	576680.	719798.	868624.	1028814.	1191475.	1838339.	432488.	614795.
4		1996107.	643747.	322851.	494913.	969715.	809525.	347183.	646864.	476882.	299761.
5	77-78	1002223.	440743.	577348.	717110.	859419.	1010298.	1169386.	1809933.	418676.	592038.
6		1952736.	621887.	309967.	479579.	950514.	799634.	339474.	640546.	470935.	301072.
7	78-79	980023.	427927.	567553.	703398.	842377.	986642.	1136484.	1767559.	414458.	568931.
8		1905205.	598970.	294136.	459991.	925182.	780917.	333328.	631075.	465191.	297747.
9	79-80	957811.	407085.	550254.	689102.	824187.	965076.	1108349.	1719677.	417102.	558095.
10		1853301.	575490.	284162.	440405.	895490.	754600.	320808.	611328.	455084.	291320.
11	80-81	936788.	384919.	526107.	668479.	806550.	943492.	1083412.	1673048.	421631.	557304.
12		1803277.	564326.	276861.	426255.	866490.	729549.	383640.	589629.	440235.	285983.
13	81-82	0.	373278.	501074.	641476.	783051.	923020.	1059019.	1526698.	409773.	557945.
14		0.	563441.	275968.	421866.	843647.	703678.	293382.	567678.	421780.	274296.
15	82-83	0.	0.	0.	0.	0.	0.	0.	0.	389882.	549228.
16		0.	563953.	282526.	424336.	828736.	685216.	285843.	546209.	404480.	268368.
17	83-84	0.	0.	0.	0.	0.	0.	0.	0.	368450.	532937.
18		0.	555387.	284069.	429013.	820717.	679182.	284942.	536649.	391704.	251706.

KEY:

Lines 1 and 2 Grade groupings

Lines 3, 5, 7, 9, 11, 13, 15, 17 – Aggregated enrollment by grade groups on line 1.

Lines 4, 6, 8, 10, 12, 14, 16, 18 Aggregated enrollment by grade groups on line 2.

TABLE XII

MICHIGAN PUBLIC SCHOOL LOW PROJECTED ENROLLMENT

GRADE GROUPS		K-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
COHORT-SURVIVAL RATES	94.184	95.476	96.717	97.185	98.688	93.193	99.488	101.350	99.261	104.189	98.515	98.413	89.851

LOW PROJECTED ENROLLMENT

- - - PROJECTED ENROLLMENT BY GRADE - - -

YEAR	K	1	2	3	4	5	6	7	8	9	10	11	12
76-77	152677.	152743.	144576.	137863.	139931.	142749.	148774.	168151.	162578.	171924.	174674.	156658.	141284.
77-78	138196.	145769.	147728.	140506.	135835.	138802.	141893.	150782.	158968.	169388.	169371.	157928.	139541.
78-79	133204.	131943.	140984.	143569.	138531.	134789.	137969.	143809.	149669.	165627.	166873.	153133.	140636.
79-80	129312.	127178.	127611.	137015.	141571.	137433.	133980.	139831.	142746.	155938.	163168.	150875.	136367.
80-81	126035.	123462.	123012.	124019.	135118.	140429.	136038.	135789.	138799.	148726.	153623.	147524.	134355.
81-82	0.	120332.	119408.	119540.	122233.	134018.	139585.	138452.	134786.	144613.	146517.	138894.	131372.
82-83	0.	0.	116382.	116047.	117876.	121306.	133214.	141470.	137430.	140431.	142465.	132470.	123687.
83-84	0.	0.	0.	113105.	114432.	116924.	120578.	135012.	140426.	143186.	138346.	128807.	117966.
84-85	0.	0.	0.	0.	111531.	113518.	116223.	122206.	134615.	146308.	141060.	125083.	114704.
85-86	0.	0.	0.	0.	0.	110631.	112827.	117792.	121303.	139628.	144135.	127536.	111387.
86-87	0.	0.	0.	0.	0.	0.	109367.	114350.	116922.	126384.	137555.	130317.	113572.
87-88	0.	0.	0.	0.	0.	0.	0.	111452.	113506.	121820.	124508.	124367.	116048.
88-89	0.	0.	0.	0.	0.	0.	0.	0.	110629.	118268.	120011.	112571.	110750.
89-90	0.	0.	0.	0.	0.	0.	0.	0.	0.	115263.	116504.	108505.	102245.
90-91	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	113551.	105335.	96625.
91-92	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	102665.	93802.
92-93	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	91424.

- - - - ENROLLMENTS BY GRADE GROUP

	YEAR	K- 6	1- 3	1- 4	1- 5	1- 6	1- 7	1- 8	1-12	4- 6	5- 8
2		K-12	6- 9	7- 8	7- 9	7-12	8-12	9-10	9-12	10-12	11-12
3	76-77	1019255.	435122.	575053.	717803.	866577.	1026728.	1189306.	1833886.	431455.	614253.
4		1986564.	643427.	322729.	494653.	967309.	807158.	346598.	644580.	472656.	297982.
5	77-78	988780.	434004.	569889.	708691.	850584.	1001367.	1160335.	1796563.	416580.	590445.
6		1934759.	621032.	309750.	479139.	945979.	795196.	338768.	636228.	466848.	297469.
7	78-79	961009.	416496.	555047.	689836.	827805.	971613.	1121282.	1767552.	411309.	586235.
8		1880756.	597073.	293477.	459104.	919747.	775938.	332580.	626270.	460643.	293778.
9	79-80	934100.	391804.	533375.	670838.	804788.	944619.	1087366.	1693712.	412984.	553991.
10		1823025.	572496.	282578.	438516.	888925.	749893.	319106.	606347.	458489.	287241.
11	80-81	908662.	370483.	505591.	646019.	782628.	918416.	1057215.	1641443.	412145.	551624.
12		1767477.	559921.	274587.	423313.	858815.	723027.	302348.	584228.	435502.	281888.
13	81-82	0.	359280.	481573.	615530.	755177.	893629.	1028415.	1589811.	395897.	546842.
14		0.	557437.	273238.	417850.	834634.	696182.	291138.	561396.	416784.	270266.
15	82-83	0.	0.	0.	0.	0.	0.	0.	0.	372395.	533420.
16		0.	552545.	278908.	419331.	817954.	676484.	282897.	539054.	398623.	256157.
17	83-84	0.	0.	0.	0.	0.	0.	0.	0.	351934.	512940.
18		0.	539202.	275437.	418623.	803743.	668731.	281533.	528386.	385120.	246773.

KEY:

Lines 1 and 2 Grade groupings

Lines 3, 5, 7, 9, 11, 13, 15, 17 – Aggregated enrollment by grade groups on line 1.

Lines 4, 6, 8, 10, 12, 14, 16, 18 Aggregated enrollment by grade groups on line 2.

FIGURE 1

MICHIGAN PUBLIC ACTUAL AND PROJECTED K-12 MEMBERSHIP 1971-72 THROUGH 1980-81

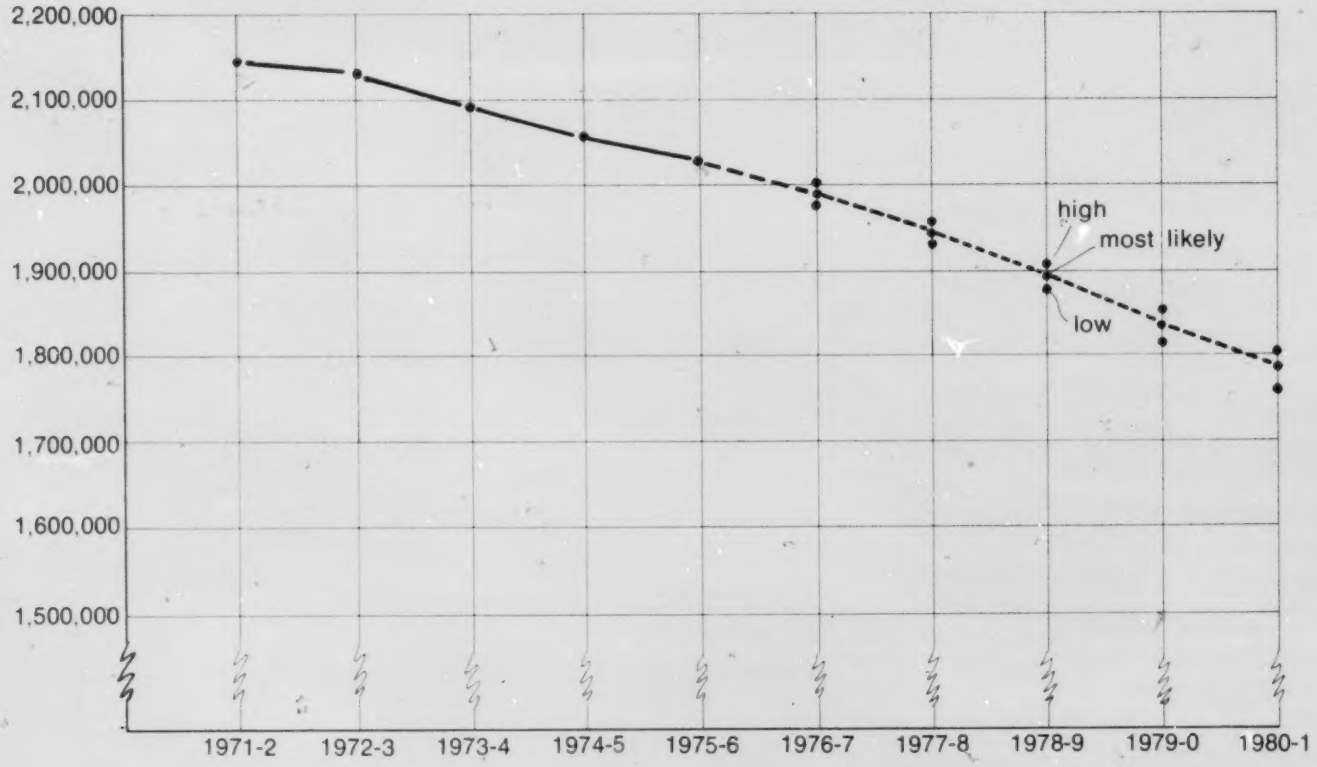

TABLE XIII

ACTUAL AND PROJECTED PUBLIC K-12 MEMBERSHIP

MICHIGAN 1971-72 THROUGH 1980-81

ACTUAL

1971-72	2,141,761 pupils
1972-73	2,123,497
1973-74	2,088,701
1974-75	2,056,449
1975-76	2,026,208

PROJECTED

	Low	Most Likely	High
1976-77	1,986,564	1,992,415	1,996,107
1977-78	1,934,759	1,945,775	1,952,736
1978-79	1,880,756	1,895,887	1,905,205
1979-80	1,823,025	1,841,895	1,853,301
1980-81	1,767,477	1,789,888	1,803,277

TABLE XIV

CHANGES IN MICHIGAN INTERMEDIATE SCHOOL DISTRICT K-12 ENROLLMENT

Intermediate School District	1975-76 Actual Enrollment	1980-81 Most Likely Projected Enrollment	Difference	Percentage
Allegan	15,525	15,097	- 428	- 2.76
Alcona-Montmorency-Alpena	11,518	10,411	- 1,107	- 9.61
Barry	6,403	6,067	- 336	- 5.25
Bay-Arenac	29,179	25,639	- 3,540	-12.13
Berrien	41,547	36,788	- 4,759	-11.45
Branch	7,482	6,587	- 895	-11.96
Calhoun	34,225	29,524	- 4,701	-13.74
Lewis Cass	9,228	8,889	- 339	- 3.67
Charlevoix-Emmet	11,022	10,608	- 414	- 3.76
Cheboygan-Otsego-Presque Isle	11,222	11,139	- 83	- .74
Eastern Upper Peninsula	12,880	11,683	- 1,197	- 9.29
Clare	9,106	9,544	+ 438	+ 4.81
Clinton	11,369	10,842	- 527	- 4.64
Delta-Schoolcraft	11,765	11,174	- 591	- 5.02
Dickinson-Iron	8,027	7,018	- 1,009	-12.57
Eaton	16,242	15,335	- 907	- 5.58
Genesee	116,793	100,080	-16,713	-14.31
Gogebic-Ontonagon	6,969	6,069	- 900	-12.91
Traverse Bay Area	20,969	22,237	+ 1,268	+ 6.05
Gratiot-Isabella	18,140	16,823	- 1,317	- 7.26
Hillsdale	8,726	8,151	- 575	- 6.59
Copper Country	9,068	8,571	- 497	- 5.48
Huron	8,192	7,219	- 973	-11.88
Ingham	59,934	52,188	- 7,746	-12.92
Ionia	12,803	12,279	- 524	- 4.09
Iosco	7,901	7,252	- 649	- 8.21
Jackson	31,983	28,220	- 3,763	-11.77
Kalamazoo	39,808	33,768	- 6,040	-15.17

Intermediate School District	1975-76 Actual Enrollment	1980-81 Most Likely Projected Enrollment	Difference	Percentage
Kent	88,709	76,759	-11,950	-13.47
Lake	975	969	- 6	- .62
Lapeer	14,880	16,450	+ 1,570	+10.55
Lenawee	21,575	20,082	- 1,493	- 6.92
Livingston	18,738	21,922	+ 3,184	+16.99
Macomb	171,130	144,354	-26,776	-15.65
Manistee	4,577	4,175	- 402	- 8.78
Marquette-Alger	16,984	15,589	- 1,395	- 8.21
Mason	5,735	5,201	- 534	- 9.31
Mecosta-Osceola	9,787	10,241	+ 454	+ 4.64
Menominee	5,440	5,079	- 361	- 6.64
Midland	17,420	15,171	- 2,249	-12.91
Monroe	30,165	28,475	- 1,690	- 5.60
Montcalm	13,522	13,367	- 155	- 1.15
Muskegon	37,612	31,524	- 6,088	-16.19
Newaygo	8,362	8,109	- 253	- 3.03
Oakland	218,460	188,088	-30,372	-13.90
Oceana	4,561	4,643	+ 82	+ 1.80
Ottawa Area	32,338	30,773	- 1,565	- 4.84
COOR	9,593	11,104	+ 1,511	+15.75
Saginaw	53,792	49,294	- 4,498	- 8.36
St. Clair	30,582	29,360	- 1,222	- 4.00
St. Joseph	13,211	12,564	- 647	- 4.90
Sanilac	10,435	9,929	- 506	- 4.08
Shiawassee	19,148	17,918	- 1,230	- 6.42
Tuscola	15,809	15,530	- 279	- 1.76
Van Buren	17,707	17,080	- 627	- 3.54
Washtenaw	45,316	40,472	- 4,844	-10.69
Wayne	492,721	402,482	-90,239	-18.31
Wexford-Missaukee	9,790	9,775	- 15	- .15

Table XV is a summary of the data presented in Table XIV. It is anticipated that three intermediate school districts--COOR, Lapeer, and Livingston--will have a K-12 pupil enrollment increase in excess of 10 percent between 1975-76 and 1980-81. During the same period, it is anticipated that 18 intermediate school districts will experience a decline in public K-12 pupil enrollment in excess of 10 percent.

The geographic distribution of these projected increases and decreases by intermediate school district is presented visually in Figure 2.

The Implications of the Projections for Local Districts

The statewide and regional enrollment projections indicate that educational administrators must recognize and acknowledge that they may be faced in the immediate future with a decreasing enrollment.

However, care must be taken when interpreting the state and regional projections not to generalize directly to local populations. The decline is not uniform across the state nor by geographic configuration. Furthermore, the problems stemming from declining enrollment cannot always be managed from the standpoint of a whole district because large districts can experience extreme variations among schools. In these cases, managerial decisions frequently must be reduced to the individual building level.

Local Planning

Because the successful management of enrollment decline depends on awareness of community conditions and early planning, measures should be taken now in each district to determine future enrollment, to ascertain the impact a possible decline could have, and to plan the actions that should be taken to deal with such an impact.

School administrators wishing to make their own enrollment projections should begin by obtaining information that would indicate possible demographic changes in their communities. Such information will give local school officials an idea of the number of residents that may be expected to move into or out of the community and whether any change will mean more or fewer school children. For example, a planned apartment complex with one-bedroom units probably will not produce more school children. A complex of three-bedroom units most likely will.

Planned industrial and highway developments can be obtained from state and regional officials. Public utility and telephone companies may be able to provide estimates on the number of future connections. The major businesses and industries in the area may provide information on future expansions or relocations, and municipal officials can provide zoning requirements and planned changes in land use in the community.

Cohort-Survival Ratio Technique

Local district administrators can compute enrollment projections for their own communities for the next five-year period by following the step-by-step directions given here for the cohort-survival ratio technique. The most accurate school enrollment forecast is that based on a five-year period because the children who will enter kindergarten during the next five years have already been born. The retention rates derived from this projection technique should be adjusted if the data from the community study suggest a demographic change.

Directions for Cohort-Survival Ratio Technique

Step 1. If a pre-school census* is taken, enter on the table on page 26 the actual census and membership figures for the current year and each of the five immediately preceding years (Cols. 3-8) on the lines titled "Number." Such census will give the most accurate enrollment prediction.

*If pre-school age census data are not available, it is possible to estimate future kindergarten enrollment by studying the historical relationship between the number of births to residents of the county in one year and kindergarten enrollment five years later. These statistics are available from county or state health departments. For example, if in 1961 2,000 children were born to residents in the county and if in 1966-67 the district enrolled 200 pupils in kindergarten (10 percent) and this relationship (10 percent) persisted, 1962 vs. 1967-68, 1963 vs. 1968-69, etc., then it could be estimated that 10 percent of the 1972 births would enter kindergarten in the district in 1977-78.

TABLE XV

PERCENTAGE DISTRIBUTION OF PUBLIC K-12
MEMBERSHIP GAIN OR LOSS IN 58
INTERMEDIATE SCHOOL DISTRICTS BETWEEN 1975-76 AND 1980-81

10% or more Gain	3
5% to 10% Gain	1
Between 5% Gain and 5% Loss	19
5% to 10% Loss	17
10% or more Loss	18
	58

FIGURE 2

PERCENTAGE DISTRIBUTION OF PUBLIC K-12 MEMBERSHIP GAIN OR LOSS IN 58 INTERMEDIATE SCHOOL DISTRICTS BETWEEN 1975-76 AND 1980-81

WORK TABLE FOR COHORT-SURVIVAL RATIO TECHNIQUE

Five Year Estimate of Membership.

Age or Grade Group		Preceding Years					Current	Future Years				
		5th	4th	3rd	2nd	1st	Year	1st	2nd	3rd	4th	5th
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
0-1 Year	Number											
1 Year	Number											
	% Survival	X										
2 Years	Number											
	% Survival	X										
3 Years	Number											
	% Survival	X										
4 Years	Number											
	% Survival	X										
Kindergarten	Number											
	% Survival	X										
1st Grade	Number											
	% Survival	X										
2nd Grade	Number											
	% Survival	X										
3rd Grade	Number											
	% Survival	X										
4th Grade	Number											
	% Survival	X										
5th Grade	Number											
	% Survival	X										
6th Grade	Number											
	% Survival	X										
Total K-6												
7th Grade	Number											
	% Survival	X										
8th Grade	Number											
	% Survival	X										
9th Grade	Number											
	% Survival	X										
Total 7-9	Number											
10th Grade	Number											
	% Survival	X										
11th Grade	Number											
	% Survival	X										
12th Grade	Number											
	% Survival	X										
Total 10-12	Number											
Total K-12	Number											

Step 2. Calculate for the known period (five preceding years plus the current year) the percent of survival for each age group to the next age group the following year; the percent of survival for the "4 Years" group to kindergarten the following year; and the percent of survival for each age group to the next grade group the following year.

Example: If in the fifth preceding year there were 42 children in the census group "Under 1 year" and in the fourth preceding year there were 51 children in the census group "1 Year," the percent of survival for the "1 Year" group would be 51 divided by 42, or 121.4 percent. If in the first preceding year there were 50 children in the census group "4 Years" and in the current year there are 60 pupils enrolled in kindergarten, the percent of survival for the kindergarten group would be 60 divided by 50, or 120.0 percent.

Step 3. Determine the average percent of survival for each age and grade group for the entire known period and enter this average for each of the future years (Cols. 9-13) on the line titled "% Survival."

Example: If the percent survival for the third grade for the known years was 99.2, 102.5, 101.4, 104.6, and 98.8, the average percent survival to be entered in cols. 9-13 would be 101.3.

Step 4. Project the membership of the district for five years by multiplying the number of children in an age or grade group, beginning with the last known year (current year, col. 8), by the average percent of survival for the next age or grade group.

Example: If in the current year there are 44 pupils in the fifth grade and if the average percent of survival between the fifth and sixth grades was 116.5, by multiplying 44 times 1.165 we would estimate that there would be 51 pupils in the sixth grade in the first future year.

Step 5. Add the actual and estimated membership for each year in grades K-6, 7-9, 10-12, and K-12 and enter the totals in the proper blanks.

From the raw data shown on the completed table, several conclusions may be made:

1. If the enrollment shows a slow but steady decline in kindergarten enrollment but with an essentially static enrollment in higher grades, the conclusion may be that your district is not materially affected by either in or out migration and that a reasonably accurate forecast may be made on the basis of survival percentage above.

2. If the enrollment shows an influx of new students in the higher grades with a declining kindergarten enrollment, the conclusion may be that your district is experiencing an in migration offsetting for the present the effects of kindergarten decline.

3. If the enrollment shows a decline in the higher grades as well as a declining kindergarten enrollment, the conclusion may be that your district is experiencing an out migration magnifying for the present the effects of kindergarten decline.

If your district falls into category 1, continued decline may be expected as the children of the low birth years progress through the grades.

If your district falls into category 2, you may expect a stable enrollment and possibly an increase in the immediate future. Additional research should be done to determine the magnitude and expected duration of the in migration.

If your district falls into category 3, you may expect an accelerated rate of enrollment decline in the immediate future.

Recommendations

1. THE MICHIGAN DEPARTMENT OF EDUCATION SHOULD CONTINUE TO MAKE AVAILABLE ENROLLMENT PROJECTIONS AT BOTH STATE AND INTERMEDIATE LEVELS ON AN ANNUAL BASIS AND SHALL SUBMIT A PROPOSAL TO THE STATE BOARD DEFINING A STATE ROLE IN THE COORDINATION OF PLANNING TO DEAL WITH DECLINING ENROLLMENT.

2. INTERMEDIATE AND LOCAL PLANNERS SHOULD DEVELOP OR HAVE DEVELOPED ANNUAL ENROLLMENT PROJECTIONS AND SHOULD ACT ON THE ENROLLMENT PROJECTION DATA AND DESIGN MANAGEMENT AND COORDINATION PLANS TO DEAL WITH ENROLLMENT DECLINE, PAYING PARTICULAR ATTENTION TO THE ENROLLMENT LOSSES NOW BEING EXPERIENCED FOR THE FIRST TIME AT THE SECONDARY LEVEL.

CHAPTER THREE - FINANCE

The Financial Problem of Membership Loss
State Aid Options
Recommendation: State Level
Techniques for Saving District Dollars

CHAPTER THREE - FINANCE

The Financial Problem of Membership Loss

The financial problem confronting local school districts with declining enrollment is that expenditures do not decrease in direct proportion to the loss of state aid.

A school district that receives membership aid (an in-formula district) loses the gross membership allowance for each member pupil lost. In 1975-76, a school district levying 27 mills for operations was guaranteed a per pupil revenue of $1,115.75.* Such a school district experiencing a reduction of ten pupils would have lost $11,157 in state aid.

In March 1976, the Livonia Public Schools completed an in-depth analysis of the effect of declining enrollment on that district's finances. It was determined that a loss of 30 pupils results in a reduction of $33,472 in state membership aid to the district. The estimated maximum saving that can be effected by the district is $12,700. This occurs even though $14,500 in one teacher's salary and fringe benefits is eliminated and $1,200 is saved in instructional supplies for a total saving of $15,700.

The $15,700 is offset by a $3,000 unemployment compensation liability. There are also a number of overhead costs such as utilities, maintenance, and central administration that cannot be reduced commensurate with enrollment decline.

The problem of membership loss is exacerbated for small districts. Districts with a large membership have more flexibility in dealing with the effects of declining enrollment than do small districts. A small district that loses ten pupils may suffer a revenue loss of 2 or 3 percent. It is difficult for a small district to absorb such a loss without weakening basic program offerings. To avoid program reductions, small districts have attempted to increase operating millage.

In summary, school districts experiencing declining enrollment are faced with adjusting to a revenue loss greater than the direct cost reductions associated with the membership decline. Fiscal action at the state level is necessary to temper the full financial impact on individual school districts.

State Aid Options

This section considers three specific state aid proposals+ that would give school districts a membership option in addition to the current membership count taken on the fourth Friday following Labor Day. These options were developed within the framework of the existing state aid system:

A. Use a school district's prior year membership.
B. Compute a three-year membership average.
C. Provide a floor to membership reduction to an individual school district by allowing a reduction that is no greater than the state average reduction.

Method of Obtaining Costs

To obtain estimated costs for these proposals, computer simulations for 1975-76, 1976-77, 1977-78, and 1978-79 were developed. The 1975-76 membership formula and the 1976-77 formula adopted by the Legislature were used. The 1977-78 and 1978-79 formulas recommended by the Governor and included in the 1976-77 state aid amendments were used for those years. Actual memberships were used for 1975-76, and, for the other years, membership estimates developed by Drs. Hecker and Ignatovich# were used. Based on prior experience, individual membership estimates for each district in the state were developed. The state equalized valuations were actual for 1975-76 and 1976-77.

Statewide state equalized valuation estimates made by the Tax Commission were used for 1977-78 and 1978-79. State equalized valuations for 1977-78 and 1978-79 were increased uniformly by district

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*In actual practice, this guarantee was $1,090.09 because of a combination statutory and executive order state aid reduction of 2.3 percent. The 2.3 percent reduction applied against the $1,115.75 guarantee resulted in a per pupil reduction of $25.66 in the guarantee.

+The Education Commission of the States has identified 11 states that are providing state aid specifically for the purpose of offsetting the financial impact of declining enrollment. Appendix B contains a summary of the method each state is using to compensate local districts with declining enrollment.

#See Chapter Two.

because the exclusion of business inventory from the state equalized valuation made it difficult to project state equalized valuation on any other basis. Actual millages for 1975-76 were used for all four years.

Costs of the Proposals

A significant variation in costs was found among the three proposals (see Table XVI). The first proposal (A), using the prior year membership as an optional membership basis for computing state aid, has an estimated four-year cost of $211,133,000. The four-year increase is from $27,185,000 to $78,720,000.

The most costly proposal is the three-year membership average (B), which totals $374,548,000. Under this proposal, the cost increases from an estimated $60,588,000 to $142,172,000 in 1978-79.

The least expensive and least volatile dollar proposal is the one that provides state aid when a district's membership decline is greater than the statewide average (C). The four-year total is $99,734,000. There is less than a $6,000,000 increase over the four years.

TABLE XVI

ESTIMATED COST OF ALTERNATIVE PROPOSALS

	A	B	C
	Prior Year	Three-Year Average	Guarantee Greater than Statewide Average Membership Reduction
1975-76	$27,185,000	$ 60,588,000	$22,349,000
1976-77	37,697,000	68,383,000	23,739,000
1977-78	67,531,000	103,405,000	25,600,000
1978-79	78,720,000	142,172,000	28,046,000
	$211,133,000	$374,548,000	$99,734,000

Savings to the State

A state aid membership savings accrues to the state when declining enrollment occurs. For example, the membership decline for the four years identified in Table XVI exceeds 140,000. It is estimated that 127,000 of these memberships would be from in-formula districts. Comparing the prior year membership with the current year for the four years and estimating the state saving because of this year-to-year decline results in an estimated state aid savings of $159,813,000 (see Table XVII). The savings would be significantly greater if the membership decline and the savings related to this decline were accumulated year to year.

TABLE XVII

ESTIMATED SAVINGS BECAUSE OF PRIOR YEAR MEMBERSHIP DECLINE

1975-76	$ 9,243,000
1976-77	22,969,000
1977-78	58,906,000
1978-79	68,695,000
	$159,813,000

Advantages and Disadvantages of the Proposals

Proposal A. The principal advantage of using prior year data is its responsiveness to the immediate problem. It provides relief through state aid in the first year a district suffers a membership decline. A second advantage is its provision of a substantial amount of state aid to offset the loss in basic membership aid.

THE STATE BOARD OF EDUCATION HAS NOT APPROVED IN FINAL FORM THE FINANCE RECOMMENDATION THAT APPEARS ON THE FOLLOWING PAGE.

A disadvantage to the state is the substantial estimated cost increase in this proposal over the four-year period, when the estimated cost almost triples. A second disadvantage is that the proposal may be too responsive to declining enrollment, not recognizing that districts can make some reductions in expenditures at the local level as their membership declines. A corollary is that there is less incentive for districts to economize because of the immediate infusion of state aid.

Proposal B. The principal advantage to local districts of using a three-year average for determining membership is that this proposal provides more state aid than any of the other three. Disadvantages include the high cost to the state and the fact that it may not provide any incentive for districts to economize.

The principal disadvantage of this proposal is that it may not respond to the needs of a district in the first year of declining enrollment. Some districts have recorded a three-year average of increase, although in the most recent year membership has declined. Such a district would receive no aid under this proposal. The converse is also possible. A district could experience an increase in enrollment in the third year, but have declining enrollments in the first two. Under this proposal, such a district would qualify for assistance. Although this proposal distributes the most state aid to school districts, it may not allocate funds based on need to the same extent the other proposals do.

Proposal C. Providing a floor to membership reduction to an individual school district by allowing a reduction that is no greater than the state average reduction provides state aid to those districts whose decline is greater than the state average. Advantages of this proposal are cost stability for the state and its provision of funding for districts with the most serious problems. In addition to stability, it represents the lowest cost to the state of the three proposals.

A disadvantage is that it provides the least state aid to local school districts. A major weakness of this proposal is that, even though the total number of eligible districts remains essentially the same over the four-year period, the specific eligible districts change as their percentage of decline either rises above or falls below the state average. The state average membership decline increases from .44 percent in 1975-76 to an estimated 2.79 percent in 1978-79. This rapid increase in the state average membership decline causes a good deal of volatility, which could create pressure to "grandfather" districts that are eligible one year but lose their eligibility the following year. This would undermine the basic purpose of the proposal.

A Fourth Alternative.

Beyond these three proposals, it is necessary to comment on at least one other possibility. A fourth alternative is the provision of an across-the-board per pupil grant for all districts that suffer an enrollment decline. This would include out-of-formula as well as in-formula districts. Such a proposal was included in the 1976-77 State Aid Act with the requirement that a district, in order to qualify, must experience a membership decline of more than 2 percent. The per pupil grant was $80. This provision was vetoed by the Governor.

The proposal has not been given serious consideration because there appears to be little justification for providing state aid for declining enrollment to out-of-formula districts. These districts do not lose revenue because their property tax base remains intact regardless of the membership loss. Their situation contrasts with that of in-formula districts, which lose the gross state aid membership allowance for each pupil lost.

Recommendation: State Level

A review of the advantages and disadvantages of the three proposals suggests that the most equitable proposal for districts experiencing declining enrollment is one that bases additional state aid on the difference between the current year membership and the prior year membership (Proposal A). The total cost of the proposal can be reduced by recognizing that school districts can effect some savings when experiencing declining enrollment. The Livonia study indicates that districts can offset revenue losses up to 40 percent.

IT IS RECOMMENDED THAT THE STATE BOARD OF EDUCATION ADOPT A POLICY PROVIDING ADDITIONAL STATE AID FOR DECLINING ENROLLMENT BASED ON THE DIFFERENCE BETWEEN THE CURRENT YEAR MEMBERSHIP AND THE PRIOR YEAR MEMBERSHIP, THAT THE NUMBER OF MEMBERSHIPS INCLUDED IN THE MEMBERSHIP OF THE DISTRICT BE 60 PERCENT OF THE TOTAL MEMBERSHIP DECLINE FROM THE PREVIOUS YEAR, AND DIRECT THE SUPERINTENDENT TO DEVELOP LEGISLATION TO IMPLEMENT THIS POLICY.

By using the prior year membership as a base, the most recent membership figures would be utilized in determining eligibility for state aid to districts experiencing declining enrollment.

Techniques for Saving District Dollars

Local school officials can reduce district costs through such management techniques as grade reorganization, personnel layoffs, and building closings. Several of these techniques are described below and, as noted, in other sections of this report.

Grade and Building Reorganization

Savings may be effected as a result of changes in the grade organization of a school building. One technique is the split classroom whereby two grades are combined in one classroom under one teacher. Another option is shared classes or programs between school districts or among schools in the same district. Some districts, for example, offer high cost vocational programs at one location rather than attempt to duplicate these programs in several high schools in the district. Another technique is to provide an academic center for advanced courses rather than duplicate these courses across the district.

It is sometimes possible to shift the organizational makeup of a district's school buildings. For example, at the high school level it may be possible to add or drop the ninth grade depending on enrollments in the various grades. Changing the grade organization of a particular building can be done at the elementary and junior high levels as greater use is made of the middle school concept.

As a last resort, districts can decrease program offerings in order to reduce costs.

Staff Reductions

School districts experiencing declining enrollment may effect staff reductions through laying off personnel or through the less painful practice of not filling vacancies created by resignation, death, and retirement. The method of not replacing personnel who have left a district can work when the enrollment decline is large enough to warrant a reduction in staff yet small enough to be covered through attrition.

It is not a workable method when the enrollment decline is large and occurs continually over a period of years. In this situation, it may become necessary to lay off personnel, the potential savings of which are partially reduced by the paying of unemployment compensation.

It is usually more difficult to make reductions in the non-teaching staff because many non-teaching positions simply are not related to a specific number of pupils. For example, a principal is required whether 350 or 500 pupils are served in a school building. A superintendent is required regardless of the number of pupils in membership. Every district, especially those experiencing enrollment decline, should periodically review its entire staffing pattern. Chapter Four provides a complete discussion of staff reduction.

Space Utilization

School districts faced with a decrease in enrollment will likely find they have excess classroom space. If the amount of underutilized space is large enough, school closings may be in order. See Chapter Five for a discussion of school closing management.

CHAPTER FOUR - STAFFING

History and Projections of Michigan School Staffing Trends
The Implications of the Staffing Projections at the State Level
The Implications of the Staffing Projections for Local and Intermediate Districts
Staff Planning Guidelines
Recommendations: Local and Regional Levels
Recommendations: State Level

CHAPTER FOUR - STAFFING

History and Projections of Michigan School Staffing Trends

The primary determiner of teacher employment is the number of pupils enrolled in the schools in any given year. Thus a succession of increases in the number of classroom teachers accompanied Michigan's post-World War II student enrollment climb.

Department of Education records indicate that in 1950-51, Michigan's public schools employed 38,688 teachers in grades K-12. By 1960-61, the number of teachers increased to 63,271, representing 164 percent of the work force a decade earlier. In 1970-71, elementary and secondary teachers totaled 94,931,* or 245 percent of the 1950-51 work force.

Because projections indicate that enrollments in Michigan may decrease by more than 200,000 students in the next five years alone, serious consideration must be given to the impact a concomitant decrease in the need for teachers will have upon the teaching profession in Michigan.

Many people have proposed that students can be better served if current pupil-teacher ratios are reduced and that the circumstances of declining pupil enrollments coupled with a teacher surplus provides a unique opportunity for significant change in school program offerings. A significant reduction in pupil-teacher ratios and/or additional program offerings in schools would consequently change the basis for the staff predictions in this report.

This section provides a five-year history of staffing trends and projects from 1976-77 through 1980-81 the number of teachers historically required to serve the projected public school student population as forecast in Chapter Two. A five-year teacher projection has been selected because the pupils who will be enrolled in school during this period have already been born. Four staff projections are made, for the elementary grades, the secondary grades, K-12 special areas, and total instructional staff.

The method for projecting available teacher positions for the next five-year period is based on pupil-teacher ratios computed from actual ratios of the previous five years. The pupil-teacher ratios for this report were computed for certificated instructional personnel only. They do not include administrators, school psychologists, school social workers, or teacher administrators.

Source of Data

The source of data for teachers employed in Michigan public schools+ is the Professional Personnel Register collected and maintained by Teacher Preparation and Professional Development Services of the Michigan Department of Education. Teacher employment data for 1971-72 are not available since the register was not collected that year.

There is a problem in comparing instructional staff data for the years 1970-71 to 1975-76 with the student population by elementary and secondary grade levels. A variety of organization patterns that divide the K-12 grades into elementary and secondary levels exists throughout the state. Some systems choose a K-5, 6-8, 9-12 configuration; others, a K-6, 7-9, 10-12 pattern. There are other variations. Thus, a person who teaches sixth grade may be reported on the Professional Personnel Register as an elementary teacher in some systems, and as a secondary teacher in others.

For the purpose of this report, the elementary grades are considered to be grades K-6. Although the number of K-6 teachers to K-6 students is not exact for each reported year because of the situation described above, the data are close enough to be indicative of trends.

The assumptions upon which the teacher position projections are made can be found in Appendix C.

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*Data for 1950-51 and 1960-61 were obtained from Bulletin 1011-Department of Education Analysis of Public School Expenditures. Data for 1970-71 were obtained from the Professional Personnel Register (Department of Education), which represents a head count of teachers as opposed to a position count.

+Staff projections are limited to the public schools. Private school employers are not required to report staff data to the Department by means of the Professional Register; consequently, a data source is not available for projecting private school staff trends.

History and Projections of Elementary Instructional Staff

As shown in Table XVIII, pupil enrollment and teaching positions for elementary grades K-6 have declined steadily from 1970-71. This trend is expected to continue through 1980-81. The elementary pupil-teacher ratio was lowest in 1970-71, jumped in 1972-73, declined slightly in 1973-74 and 1974-75, and again in 1975-76 to 26.76, but never returned to the 1970-71 level of 24.77. A total of 7,857 actual elementary positions has already been lost in the years 1970-71 through 1975-76. Another 4,403 elementary positions are anticipated to be lost in the next five years, 1976-77 through 1980-81.

(Table XVIII presents elementary teachers and pupil data based upon a pupil-teacher ratio for the last actual year (1975-76), which is assumed to remain a constant for the next five years. There is an obvious fallacy in this method since the pupil-teacher ratio has not remained a constant over the years. However, the elementary pupil-teacher ratio change over the past three years has been low.)

History and Projections of Secondary Instructional Staff

The data in Table XIX show that pupil enrollment for grades 7-12 peaked in 1972-73 and has since declined. Teaching positions, however, have not declined in proportion to enrollment, and this increase in positions is reflected in the decreased pupil-teacher ratio, which fell from a high of 29.20 in 1972-73 to a low of 26.32 in 1975-76. It is assumed that this ratio is probably as low as it will be and could increase during the next year.

The teaching positions in Table XIX include the traditional assignment areas of mathematics, English, science, social studies, etc. The projected pupil enrollments in the secondary grades through 1980-81 indicate an annual loss of teaching positions that should begin to occur in 1976-77. The total loss of secondary positions through 1980-81 should be around 6,447. It is also possible that the attrition percentage for secondary teachers will decrease as positions are lost each year.

The decrease of secondary student population from 1974-75 to 1975-76 (loss of 4,913 secondary students) coupled with an increase of 2,305 secondary teachers that same period presents a problem when a constant pupil-teacher ratio is assumed to project future secondary teacher need for the next five years. The constant ratio was obtained by averaging actual pupil-teacher ratios for the past four years. The result of the computations is a drastic drop (2,672) in the projected need for secondary teachers from 1975-76 to 1976-77. This drop appears to be, and probably is, unrealistic.

The other two categories of teachers for which projections are made (elementary and special area teachers) include declines in both student population and teachers during the last four years. As a result, the projections for these categories using an assumed constant pupil-teacher ratio appear reasonable for the next five-year period.

It should be emphasized that had secondary teacher projections based on historical evidence been made for the period 1974-75 to 1975-76, they would have been in error since a decline in secondary teachers had been recorded the previous year. It is unlikely that anyone could have forecast the increase in secondary teachers which occurred between 1974-75 to 1975-76 in spite of the simultaneous loss of student population.

It should be noted, however, that the projected loss of secondary student population between 1975-76 and 1976-77 is much larger (12,906) than previous recorded declines from one year to the next. This drastic drop alone implies a decline in secondary teacher numbers of some unknown quantity. Since school systems attempt to retain as many teachers as budgets will allow, it is unlikely that an actual loss of 2,672 secondary teachers will occur between 1975-76 and 1976-77. It is very likely, however, that a decline of some proportion will occur.

History and Projections of K-12 Special Areas Instructional Staff

Table XX provides a history and projections of pupil enrollment and teacher assignment for the K-12 special areas of instruction. These include art, music, physical education, library science, reading, counseling, and special education.* The total pupil population, grades K-12, is used as an enrollment base in this table since these teachers are certificated to serve all students in grades K-12.

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*A separate table of a history and projections of instructional staff for special education can be found in Appendix D.

TABLE XVIII

HISTORY AND PROJECTIONS OF ELEMENTARY

INSTRUCTIONAL STAFF

SCHOOL YEAR	PUPIL ENROLLMENT	TOTAL TEACHERS	PUPIL TEACHER RATIO	NET CHANGE IN POSITIONS	TEACHER ATTRITION AT END OF YEAR	PERCENTAGE OF ATTRITION AT END OF YEAR
			ACTUAL			
1970-71	1,162,762	46,948	24.77			
1971-72	1,161,284					
1972-73	1,133,209	41,172	27.52	- 5,768	4,829*	11.72*
1973-74	1,098,753	40,058	27.42	- 1,114	3,820*	9.54*
1974-75	1,070,095	39,772	26.90	- 286	3,401*	8.55*
1975-76	1,044,767	39,083	26.73	- 689	3,517	9.00
				- 7,857**		
			PROJECTED			
1976-77	1,023,800	38,302	26.73	- 781	3,447	9.00
1977-78	997,485	37,315	26.73	- 987	3,358	9.00
1978-79	973,485	36,419	26.73	- 896	3,278	9.00
1979-80	949,491	35,522	26.73	- 897	3,197	9.00
1980-81	926,984	34,680	26.73	- 842	3,121	9.00
				- 4,403***		

* Actual attrition numbers and percentage rate.

** Actual loss of elementary teaching positions from 1970-71 through 1975-76.

*** Anticipated loss of 4,403 elementary teaching positions from 1975-76 through 1980-81.

Note: See Appendix C for the assumptions upon which these projections are based.

TABLE XIX

HISTORY AND PROJECTIONS OF SECONDARY

INSTRUCTIONAL STAFF

SCHOOL YEAR	PUPIL ENROLLMENT	TOTAL TEACHERS	PUPIL TEACHER RATIO	NET CHANGE IN POSITIONS	TEACHER ATTRITION AT END OF YEAR	PERCENTAGE OF ATTRITION AT END OF YEAR
			ACTUAL			
1970-71	948,592	32,945	28.79			
1971-72	980,477					
1972-73	990,288	33,908	29.20	+ 963	3,693*	10.89*
1973-74	989,948	35,089	28.21	+ 1,181	3,323*	9.47
1974-75	986,354	34,982	28.19	- 107	3,148	9.00
1975-76	981,441	37,287	26.32	+ 2,305	3,356	9.00
				+ 4,342		
			PROJECTED			
1976-77	968,535	34,615	27.98	- 2,672	3,098	9.00
1977-78	948,290	33,892	27.98	- 723	3,033	9.00
1978-79	922,587	32,973	27.98	- 919	2,951	9.00
1979-80	892,404	31,894	27.98	- 1,079	2,854	9.00
1980-81	862,904	30,840	27.98	- 1,054	2,760	9.00
				- 6,447**		

* Actual teaching attrition numbers and rate.

** Anticipated loss of 6,447 secondary teaching positions from 1975-76 through 1980-81.

Note: See Appendix C for the assumptions upon which these projections are based.

TABLE XX

HISTORY AND PROJECTIONS OF K-12 SPECIAL AREAS *

INSTRUCTIONAL STAFF

SCHOOL YEAR	PUPIL ENROLLMENT	TOTAL TEACHERS	P/S/L/F**	NET CHANGE IN POSITIONS	TEACHER ATTRITION AT END OF YEAR	PERCENTAGE OF ATTRITION AT END OF YEAR
			ACTUAL			
1970-71	2,111,354	15,046	140.33			
1971-72	2,141,761					
1972-73	2,123,497	21,770	97.54	+ 6,724	2,152***	9.88***
1973-74	2,088,701	22,734	91.87	+ 964	2,080	9.14
1974-75	2,056,449	24,639	83.46	+ 1,905	2,218	9.00
1975-76	2,026,208	23,736	85.36	- 903	2,136	9.00
				+ 8,690		
			PROJECTED			
1976-77	1,992,415	22,247	89.56	- 1,489	2,002	9.00
1977-78	1,945,775	21,726	89.56	- 521	1,955	9.00
1978-79	1,895,887	21,169	89.56	- 557	1,905	9.00
1979-80	1,841,895	20,566	89.56	- 603	1,851	9.00
1980-81	1,789,888	19,985	89.56	- 581	1,799	9.00
				- 3,751****		

* These K-12 special areas include art, music, physical education, library science, counseling, and special education.

** P/S/L/F = Potential Student Load Factor.

*** Actual teaching attrition numbers and rate.

**** Anticipated loss of 3,751 K-12 teaching positions from 1975-76 through 1980-81.

Note: See Appendix C for the assumptions upon which these projections are based.

The ratio between pupils and teachers is expressed as a potential student load factor (P/S/L/F). This means of comparison is used because special areas teachers do not have the same relationship to grades or classes that exists in the typical elementary and secondary grades. The use of this factor permits projections of teaching positions based on enrollment changes.

Total pupil enrollment for grades K-12 began to decline in 1972-73, whereas K-12 special areas instructional positions increased through 1975-76 with a resulting decrease in P/S/L/F (97.54 in 1972-73 to 85.36 in 1975-76). The increase in K-12 special areas teachers over the past four years may be a reflection of increased emphasis by local school districts on the provision of a broader "fine arts" type curriculum. It is also likely that instruction in the K-12 special areas of art, music, etc., will be significantly affected by declining enrollment.

A total of 3,751 teaching positions in the K-12 special areas is expected to be lost over the next five-year period if an 89.56 P/S/L/F prevails. Should that factor increase, a larger loss will result.

(For the K-12 totals in Table XX, the average potential student load factor (P/S/L/F) for the previous four years is assumed as the constant for the next five since the first year of actual data (1970-71) varies erratically from the other actual four and data for the following year 1971-72 are not available for comparison.)

History and Projections of Total Instructional Staff

The data in Table XXI indicate that total pupil enrollment has declined steadily from the peak enrollment year of 1971-72. However, the total number of employed teachers has increased, lowering the pupil-teacher ratio from 22.24 in 1970-71 to 20.24 in 1975-76. The total number of teachers for 1970-71 through 1975-76 is from department records. The projected total number of teachers for 1976-77 through 1980-81 was obtained from the elementary, secondary, and K-12 teachers projected in Tables XVIII, XIX, and XX. The use of constant pupil-teacher ratios in these three tables produces a constant ratio in Table XXI.

The projection of teaching positions for 1976-77 shows the first decrease if the assumed pupil-teacher ratios prevail. Although a loss of elementary teaching positions has been recorded for five years, the state totals for all instructional staffs increased. This trend is seen as one which will not continue in 1976-77.

Enrollment declines first become apparent in the elementary grades. Peak elementary enrollment occurred in 1969-70 with 1,172,214 K-6 pupils and has declined steadily to the present year. Therefore, 1975-76 was the last year in which those students in elementary grades in 1969-70 were present in the secondary grades. Unless the overall pupil-teacher ratio falls below 20.94, decreases in total available teaching positions will be apparent for the first time in 1976-77.

Teachers leave active service for a variety of reasons, such as an out-of-state move, parenthood, employment other than teaching, retirement, and death. The average attrition rate for the years in which data are available is 9.87 percent, with a high of 11.21 percent at the end of 1972-73 and a low of 8.95 percent at the end of 1974-75. Although a loss of 14,601 teaching positions is projected over the next five-year period, positions for new hires will be available in limited numbers if the attrition rate remains relatively constant or increases. For example, a net loss of 2,231 positions is expected to occur between 1976-77 and 1977-78 if the assumed pupil-teacher ratios prevail. If, however, 9 percent or 8,564 of the total work force for 1976-77 terminates teaching employment, then 6,333 positions for new hires will be available at the beginning of 1977-78; i.e., 8,564 - 2,231 = 6,333.

Positions for available new hires will equal net position change plus attrition. If the pupil-teacher ratio decreases further, demand increases. If the pupil-teacher ratio increases, demand decreases. However, if attrition decreases further, demand decreases. If attrition increases, so does demand.

(For the K-12 totals in Table XXI, it seemed a dangerous assumption to use the pupil-teacher ratio from the last known year as a constant for projecting for the next five-year period. An average of the five known years was used to derive a pupil-teacher ratio since the secondary and K-12 special assignment areas have shown the greatest fluctuation.)

TABLE XXI

HISTORY AND PROJECTIONS OF
TOTAL INSTRUCTIONAL STAFF

SCHOOL YEAR	PUPIL ENROLLMENT	TOTAL TEACHERS	PUPIL TEACHER RATIO	NET CHANGE IN POSITIONS	TEACHER ATTRITION AT END OF YEAR	PERCENTAGE OF ATTRITION AT END OF YEAR
			ACTUAL			
1970-71	2,111,354	94,931	22.24			
1971-72	2,141,761					
1972-73	2,123,497	96,850	21.92	+ 1,919	10,857*	11.21*
1973-74	2,088,701	97,881	21.33	+ 1,013	9,252*	9.45*
1974-75	2,056,449	99,393	20.69	+ 1,512	8,917*	8.95*
1975-76	2,026,208	100,106	20.24	+ 713	9,010	9.00
				+ 5,157		
			PROJECTED			
1976-77	1,992,415	95,164	20.94	- 4,942	8,565	9.00
1977-78	1,945,775	92,933	20.94	- 2,231	8,364	9.00
1978-79	1,895,887	90,561	20.94	- 2,372	8,150	9.00
1979-80	1,841,895	87,982	20.94	- 2,579	7,918	9.00
1980-81	1,789,888	85,505	20.94	- 2,477	7,695	9.00
				-14,601**		

* Actual attrition numbers and percentage rate.

** Anticipated loss of 14,601 total teaching positions from 1975-76 through 1980-81.

Note: See Appendix C for the assumptions upon which these projections are based.

The Implications of the Staffing Projections at the State Level

The current public school work force was largely recruited, fully certificated, and given tenure during Michigan's unparalleled public school growth of the past 30 years. Now, with the projected reduction in the need for teachers in Michigan through 1980-81, a different kind of response is in order at the state level. The need for fewer teachers has implications for teacher training institutions, the State Tenure Commission, the retirement system, and statewide professional development services.

Teacher Training

The 30 Michigan teacher training institutions over the years have provided an opportunity for many college students to [illegible] a teaching career. The projected decreases in K-12 school enrollment and staff needs, however, indicate the increased necessity for counseling services for students considering a teaching career.

The State Tenure Commission

It is projected that the case load of the State Tenure Commission will increase during the decline in the number of available teaching positions because teachers and unions will contest decisions of boards of education as to the number of necessary layoffs, which teachers should be included in the layoff, and which teacher should be given the first available vacancy (i.e., recall procedures). Tenure Commission records already show an increase in appeals involving reassignment of administrators, teachers returning from leaves of absence, necessary reductions in personnel, and recalls from necessary reductions in personnel.

There were 39 appeals filed with the State Tenure Commission in 1975. It is anticipated there will be a 19 percent annual increase through 1980 in the number of appeals to the State Tenure Commission. Based on that percentage of increase, the following case load figures would apply:

1976 -- 46.4 appeals
1977 -- 54.2 appeals
1978 -- 65.6 appeals
1979 -- 78.1 appeals
1980 -- 92.9 appeals

Pending before the State Supreme Court is the question of whether the State Tenure Commission has jurisdiction to hear appeals of probationary teachers. Obviously, the annual percentage increase rate of 19 percent would no longer be valid if the State Tenure Commission again accepted appeals from probationary teachers.

In a Court of Appeals decision that is final, the Court held that a tenured teacher can appeal a layoff on the basis that it was not an economic necessity but subterfuge on the part of the board. The State Tenure Commission now must determine similar claims.

In another final decision of the Court of Appeals, it was determined that the State Tenure Commission may not merely uphold a local board's decision, but must, if requested, hear de novo (anew) an appeal and issue a de novo decision with findings of fact and conclusions of law. This decision not only lengthens the hearing procedures before the Commission, but entails more detailed and researched decisions. The research is very time consuming because no accurate or up-to-date cross-index of similar State Tenure Commission and court cases exists.

The influence of present teacher supply-demand conditions and court decisions should be considered in addition to the number of appeals in past years when estimating the number of appeals that may be expected. Present teacher supply-demand conditions and court decisions would increase the annual average appeal rate to higher than 19 percent.*

The teacher supply-demand picture would tend to decrease the number of appeal withdrawals as well. Appeals may be in various stages of progress with the Commission before they are withdrawn; therefore, a withdrawn case does not indicate that no time or effort was expended on the appeal.

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*Expected appeals have surpassed the 19 percent increase estimate. From January through October 1976, the actual percentage increase was 41 percent.

To avoid an increasing backlog of cases and delayed decisions, changes are required in Tenure Commission procedures or increased staff assistance must be provided the Commission. The alternative is a backlog case load of monumental proportions, denying persons who appeal to the Tenure Commission their rights to the due process guarantees of the Tenure Act. Employing school districts are similarly handicapped when a tenure decision is postponed for a period of years.

The Retirement System

While amendments have recently been made to the provisions of the Public School Employees Retirement Act, the system encourages employees to work for a long period of time to increase their retirement allowance and to reduce the impact of inflation on that allowance. In some instances the Retirement Act penalizes employees who seek to retire before age 60 and/or before acquiring 30 years of coverage under the act.

During this period of decreasing enrollment, changes in that act may be needed to more fairly accommodate a significant reduction in the teacher work force in the next decade. The provision of retirement incentives in the state system and by local boards of education may assist persons wishing to retire to do so.

Statewide Professional Development

As staff reductions continue over the next decade based on the seniority layoff provisions in many contracts, Michigan's young people may be taught by teachers who each year are further removed from their preparation. The maintenance and improvement of instructional skills and the need for new knowledge will grow ever more important. This emphasizes the need for a statewide system of professional development programs for education workers in Michigan's public school system.

The Implications of the Staffing Projections for Local and Intermediate Districts

The projected statewide decline in the need for teachers will have a significant impact on the kinds of decisions local and intermediate school officials will be making in the years ahead. A district facing an enrollment decline is confronted with the need for a relatively complex planning process necessary to assure continuation of program quality for students, the protection of rights of employees, the maintenance of a positive work climate, as well as compliance with the various statutes and administrative rules governing professional staff reassignment and possible termination.

The Public Employment Relations Act of 1965 authorized collective bargaining between employers and employees. The provisions in many contracts which provide for layoff and recall based upon seniority will increase the average age of the public school work force as layoffs occur. Since affirmative action programs are quite recent, seniority layoff provisions will have a particular impact on such programs.

Protection of individual employee rights has been one of the important objectives of the collective bargaining process. Requirements for a teaching certificate and a teaching endorsement have changed over the years, but original certificates and endorsements continue to be valid. The holder of a certificate issued prior to 1970 may not have adequate preparation for a current assignment. The Tenure Act distinguishes between certification and qualification. Local actions to develop appropriate definitions of qualification can resolve these problems.

Staff Planning Guidelines

Planning by local public school employers well in advance of enrollment decline will provide an opportunity to ease the impact of the decline on staff changes. Necessary to this planning is the accumulation of specific kinds of information prior to a determination of the nature and types of instructional staff changes that may be required. This section briefly describes each of the information areas.

Rules and Statutes

Local school boards, unlike private employers, are created by state statute. The collection of statutes under which local boards operate often are referred to as the School Code of 1955. Local boards are authorized to employ the professional and nonprofessional staff necessary to provide local school programs. Professional staff employment and assignment requirements are detailed in various sections of the School Code. The sections most pertinent to this analysis are the authority for employment in Section 340.569, the requirement that teachers hold a certificate in 340.570, and Act No. 4,

P.A. 1937, as amended, the Teacher Tenure Act. In addition, the administrative rules comprising the Teacher Certification Code require the assignment of professional staff to areas authorized by a teacher certificate.

Adjustments in numbers and assignments of the professional staff are governed by statutes and by certification code rules. For example, a professional staff member may be reassigned only to positions for which the teacher certificate is valid. If a professional staff member is to be terminated, this action must be taken under the provisions of the Teacher Tenure Act.*

Enrollment Trends by Building

Shifts in enrollment do not always occur uniformly throughout the buildings in a school district, and a school district enrollment total may mask what is actually happening in enrollment on a building basis. Therefore, an analysis of the history of enrollment for each building is suggested with an extension of these trends for a minimum five-year period by a projection method appropriate to the district.

Enrollment history and projection should be on a grade-by-grade basis for each building in the district. Downward enrollment trends tend to appear first in the kindergarten and move through the grades, ultimately affecting the secondary grades. These grade level enrollment changes provide the first data necessary for planning staff reassignments and, if necessary, reductions.

Programs in art, music, and physical education involve teachers who hold a certificate authorizing assignments in these specialties in grades K-12. Because of the nature of the certification held by these specialists, a separate study of enrollment by grade level and by building in art, music, and physical education programs is suggested.

District enrollment will be affected by changes in the grades provided by nonpublic schools in the public school district. Information regarding these changes also is essential.

Professional Staff Inventory

An inventory of the professional staff for each building in the school system provides another important set of planning data. The age, sex, race, tenure status, certification level, and certificate endorsements for each professional employee must be identified. All decisions for reassignment should include a consideration of these factors.

Since many local master contracts include a seniority provision for layoff purposes, the seniority status of each person included in the staff inventory also must be determined.

Professional Staff Attrition

It is suggested that districts develop a local five-year history of professional staff attrition. Such data will provide an approximate predictive factor to help estimate future professional staff losses through normal attrition.

The age of each staff member is related to attrition, as are provisions in the Public School Employees Retirement System. Local policy on retirement and the district's retirement trends are additional predictive factors. Professional staff members 55 or more years of age with 30 or more years of service may have an entirely different perspective on retirement than persons below these age and service levels.

Program Impact

When projections of enrollment decline indicate a need for staff reassignments and perhaps staff reductions, a program analysis becomes necessary. The complexities of such an analysis vary between elementary and secondary grades. Most school districts established maximum class size limits during periods of enrollment growth. Of equal importance--for educational as well as economic reasons--is a need to determine minimum class size limits.

If the enrollment projections indicate, for example, that three first grade classes totaling 75 pupils at the present time will decline to 50 or fewer pupils, it must be decided whether class

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*See Appendix E for pertinent court rulings on staff reductions.

sizes should be permitted to decline on an orderly and equal basis; whether a different class size should be established, with the staff available for additional pupil services; or whether a reduction in staff numbers is desirable. Local school district policy must be considered with economic factors and class size factors.

Districts are more likely in the past to have experienced problems with minimum enrollments at the secondary level because of student course choices. Declining enrollment projections may indicate a need to reconsider class size minimums and to liberalize these policies to permit the continued provisions of programs. The ability to offer a full range of learning opportunities for pupils when enrollments have declined may require the development and adoption of various program policies, such as offering certain programs in alternate years, sharing programs with neighboring school districts, as well as considering the point at which certain program offerings should be discontinued. No attempt is made to identify all of the alternatives available.

The section on professional staff inventory indicates the need to identify endorsements of all certificates held by the current staff. This information becomes important when enrollments decline to a point where, for example, what had been one single full time assignment in a single certificate endorsement area may need to be viewed as a single assignment requiring two certificate endorsements to handle two different academic program offerings. Master contract provisions, accreditation requirements, and local school assignment policies may become inappropriate during a period of enrollment decline.

Some program areas, such as bilingual education and special education, merit particular scrutiny. These programs are required by Michigan statutes. Enrollment decline may require a consideration of providing such programs through combinations of school districts or in cooperation with the intermediate school district. Bilingual education programs also may require a review of the racial and ethnic balance of the staff since the consolidation of such programs may involve a major change in the racial and ethnic characteristics of the professional staff.

Affirmative Action Programs

Many Michigan school districts have adopted affirmative action programs in an effort to develop a professional staff reflecting the racial characteristics of the school community. Many districts also have taken steps to comply with the federal provisions of Title IX prohibiting sex discrimination. Layoff provisions based upon seniority may have a particular impact on the existing racial and sexual balance of the professional staff and negate earlier affirmative action programs. Criteria for staff reduction should be nondiscriminatory in terms of race and sex.

Non-Professional Staff

Following the completion of the analysis of trends in enrollment decline and the reduction in numbers of staff, judgments will need to be made concerning the closing of various school buildings and reductions in number of non-professional staff. This is a separate analytical task and involves fewer statutory and administrative rule constraints. The primary factors to be considered are the provisions of local master contracts regarding non-professional assignments and reduction procedures.

Staff Analysis Chart

A staff analysis chart, such as the one below, could be used in determining the possible impact of changing enrollment patterns on the continued employment or reassignment of staff in a certain program area. The example used on the staff analysis chart is that of a ninth grade high

Building: W. K. High School
Program Area: Social Science
Grade Level: 9th

	Name	Cert Type	Other Cert. End.	Age	Seniority Within District	Total Teaching Experience	Sex	Race
TENURE	Doe, John	Sec	Phy. Educ.	35	9	12	M	Causcasian
	Wall, Tom	Sec/Elem	Art	28	5	7	M	Negro
	Burns, Mary	Sec		25	3	3	F	Causcasian
NON-TENURE	Clark, Susan	Sec	History	23	1	1	F	Causcasian

school social science program. The chart is arranged so that individuals who have received tenure and who rank high in seniority in the school district are at the top of the chart and individuals without tenure are at the bottom.

If this high school experienced a decline in enrollment for this program necessitating staff readjustments, the chart would identify individuals employed in the program area and possible factors which might influence reassignment or layoff. This chart also would alert an administrator to potential problems with affirmative action programs or Title IX guidelines should cutbacks in staff be necessary.

Summary

The statewide projected decrease in student enrollment and the accompanying reduction in the need for teachers will not affect all school districts equally. Many districts will have a necessity for significant staff reduction; others will remain stable; and some will increase the number of teaching positions. Because teacher employment is by local and intermediate district, each district must determine for itself in which category it falls or may find itself in the future. A local analysis and five-year projection of enrollment on a grade and building basis is the data base necessary for local and intermediate district planning.

Recommendations: Local and Regional Levels

1. LOCAL AND INTERMEDIATE SCHOOL DISTRICT EMPLOYERS SHOULD DEVELOP A SYSTEM FOR DATA ACQUISITION WHICH INCLUDES PROJECTIONS OF ENROLLMENT AND STAFF CHANGES. LONG-RANGE PLANS FOR ACTION MUST REFLECT THE CHARACTERISTICS OF THE CURRENT STAFF, PROBABLE TRENDS AND ADJUSTMENTS NECESSARY FOR STAFF REASSIGNMENTS, AND STAFF INCREASES OR REDUCTIONS.

2. LOCAL AND INTERMEDIATE SCHOOL DISTRICT PLANNING PROCEDURES SHOULD INCLUDE ASSISTANCE FROM THEIR LEGAL ADVISER, TO THE END THAT THIS PLANNING FOR STAFF CHANGES REFLECTS THE REQUIREMENTS OF APPROPRIATE STATE AND FEDERAL LAWS, TEACHER CERTIFICATION CODE REQUIREMENTS, AND MASTER CONTRACT PROVISIONS.

3. LOCAL AND INTERMEDIATE SCHOOL DISTRICT BOARDS SHOULD REVIEW EXISTING POLICIES AND CONSIDER ADDITIONS TO OR IMPROVEMENTS IN SUCH POLICIES IN THE AREAS OF RETIREMENT, SENIORITY AND RECALL PROCEDURES, PUPIL-TEACHER RATIO MINIMUMS AND MAXIMUMS, AFFIRMATIVE ACTION PROGRAMS AND PROGRAM PRIORITIES, AND POLICIES THAT DEFINE QUALIFICATION FOR ASSIGNMENT WHEN CERTIFICATION AND/OR ENDORSEMENT MAY NOT BE ADEQUATELY DEFINED.

4. THE EMPLOYER AND THE COLLECTIVE BARGAINING AGENT, IN ORDER TO ENSURE THAT INDIVIDUAL EMPLOYEE RIGHTS ARE GUARANTEED AND INSTRUCTIONAL PROGRAM QUALITY IS MAINTAINED, SHOULD DEVELOP THROUGH JOINT RESOLUTION AGREEMENT IN THE POLICY AREAS OF RETIREMENT, SENIORITY AND RECALL PROCEDURES, PUPIL-TEACHER RATIO MINIMUMS AND MAXIMUMS, AFFIRMATIVE ACTION PROGRAMS, PROGRAM PRIORITIES, AND ON POLICIES THAT DEFINE QUALIFICATION FOR ASSIGNMENT WHEN CERTIFICATION AND/OR ENDORSEMENT MAY NOT BE ADEQUATELY DEFINED.

Recommendations: State Level

1. MICHIGAN TEACHER EDUCATION INSTITUTIONS SHOULD COUNSEL STUDENTS SEEKING TO ENTER TEACHER PREPARATION PROGRAMS BY PROVIDING THEM WITH CONTINUOUSLY UPDATED INFORMATION IN REGARD TO TEACHING EMPLOYMENT TRENDS AND THE PROBABILITY OF EMPLOYMENT.

2. THE STATE BOARD OF EDUCATION SHOULD SUPPORT THE EFFORTS OF THE STATE TENURE COMMISSION DESIGNED TO ACHIEVE AND MAINTAIN A MINIMUM TIME INTERVAL BETWEEN INITIATION OF AN APPEAL AND THE COMMISSION DECISION. THE SUPERINTENDENT OF PUBLIC INSTRUCTION SHALL CONTINUE TO REPORT TO THE STATE BOARD OF EDUCATION THE ACTIVITIES AND FUNCTIONS OF THE COMMISSION RELATED TO REDUCING THE TIME SPAN OF TENURE APPEALS.

3. THE PUBLIC SCHOOL EMPLOYEES RETIREMENT BOARD SHOULD IDENTIFY NECESSARY AMENDMENTS TO THE PUBLIC SCHOOL EMPLOYEES ACT WHICH WOULD REMOVE BARRIERS TO EARLY RETIREMENT AND PROVIDE INCENTIVES FOR PERSONS SEEKING EARLY RETIREMENT. THIS REPORT AND RECOMMENDATION SHOULD BE TRANSMITTED TO THE PUBLIC SCHOOL EMPLOYEES RETIREMENT BOARD FOR ITS CONSIDERATION.

4. THE STATE BOARD OF EDUCATION SHOULD CONTINUE AND EXPAND ITS EFFORTS TO PROVIDE PROFESSIONAL DEVELOPMENT SERVICES FOR MICHIGAN'S PUBLIC SCHOOL WORK FORCE DURING THE PERIOD OF ADJUSTMENT TO PROJECTED DECREASES IN ENROLLMENT AND REDUCTIONS IN STAFF.

CHAPTER FIVE - FACILITIES

The Economics of Underutilized Buildings
School Closing Guidelines
Recommendations: Local and Regional Levels
Recommendations: State Level

CHAPTER FIVE - FACILITIES

The Economics of Underutilized Buildings

The enrollment decline that is being experienced by many school districts in Michigan results in unused and underused facilities at both the elementary and secondary levels.

When the amount of excess classroom space in a school district is so small that it does not warrant the closing of a facility, it may provide for more flexible programming.* Individual rooms may be made available for art and music instruction, expanded special education programs, and guidance and counseling. The removal of partitions may increase library space.

However, per pupil operational costs increase when school buildings are underutilized because minimum overhead costs continue regardless of the number of students served. For in-formula districts, a decrease in enrollment also means a decrease in state aid and the resultant need to economize. These districts will inevitably reach a point where it is no longer financially sound to operate below-capacity buildings, and one or more will have to be closed.

One school district estimates that $66,330 a year can be saved by closing a typical elementary school with an enrollment of 180 pupils (see chart).

Typical Elementary School Overhead Cost
(Enrollment 180)

Custodial Services	$20,716
Heat	6,573
Electricity	4,765
Water	218
Telephone	849
Custodial Supplies	1,392
Administration Costs	23,955
Secretarial	7,862
	$66,330

School Closing Guidelines

School closure and disposal is one of the more serious results of enrollment decline and must be well planned and executed so that irreversible mistakes do not occur. "Mothballing"+ a school that may never be used again or selling a facility that may be needed for an increased student population in the future would be costly in terms of both finances and public support. The Michigan Department of Education suggests that local administrators consider the following guidelines when closing one or more facilities.

School district officials contemplating a closing should begin by acquiring a thorough knowledge of the community. This is necessary because changes that affect the demography of a community also may affect school enrollment. For example, a proposed highway in an undeveloped area may mean the eventual construction of residential housing and thus the presence of more school children in that area. Conversely, a proposed highway through an older, settled neighborhood may mean the elimination of housing and fewer children.

Once such factors of marked in migration and out migration are considered in conjunction with cohort-survival ratio enrollment projections (see Chapter Two), an up-to-date survey of the district's facilities should be undertaken to determine which building to close. Each building should be evaluated in terms of its operational cost, needed repairs, program adequacy, adaptability to changes in grade organization, enrollment capacity, location in terms of population density and possible shifts in population, and age. Buildings more than 50 years old generally are considered educationally obsolete.

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*Excess classroom space also may be converted to other than traditional school uses. School districts across the country with enrollment declines are reporting success in serving a broader constituency by housing day care, daytime adult education, and senior citizen programs alongside regular classroom activity. The literature cites numerous possibilities. Financial arrangements usually involve each group paying a share of the operational cost of the building.

+Closing a building to any type of use.

Care should be taken to ensure that the closing of a particular building and the resultant assignment of students to other buildings will not accentuate or perpetuate segregation along racial or socio-economic lines.

Transportation needs also should be considered. If pupils assigned to a new building have to travel an excessive distance or cross major highways, a busing program may be desirable.

Alternative Uses for School Buildings

After it is determined which facility to close to regular classroom instruction, alternative uses have to be considered. A temporary use for the building should be sought if it is located in an area where the enrollment decline will be short lived. The possibilities for temporary use are:

1. Convert the school building to other educational use, such as expanded special education programs, daytime adult education, or vocational training.

2. Use it for warehouse space or district administrative offices.

3. Trade it for a needed piece of property or more usable facility within the district.

4. Lease it to a nearby district that is experiencing increasing enrollment.

5. Investigate its possible use by the intermediate school district.

6. Arrange for the city, the county, or non-profit agencies to use it for senior citizen programs, a community center, a library, day care, higher education, etc.

7. Lease the building to a private agency.

8. Mothball the building.

A building may be sold if it is determined that the school district will have no future use for it.

Cautions for Building Closings

Several cautions should be noted when considering the alternatives for building use as listed above. If a building is to be converted to adult education use, for example, it is important to impress upon the community that the facility is being used to serve a new segment of the population. Otherwise parents who are upset because their children no longer can attend the neighborhood school may complain that operational costs are basically the same as they were before the conversion. For the same reason, using a building for warehouse or administrative office space should be considered only when the reason for the closing is based on the desire to transfer pupils to a school with a greater range of programs and services or to reduce per capita instructional costs that are increased by duplication.

When a building is to be used by a city, county, or local non-profit agency, rent may be charged or the assuming agency may be required to pay operational costs. A cancellation clause should be included in any lease or contract. It is recommended that all such arrangements be made by written and board-approved contract.

Zoning ordinances will be a factor if a school building is to be leased to a private agency. Again, a cancellation clause in the lease or contract is important.

School districts wishing to sublet a site that is leased by the district should check the lease or deed to the property for a "reverter" clause. Such clauses stipulate that when the land no longer is needed for school purposes, it reverts to the heirs or assignees of the original owner.

Mothballing a building should be a last resort for school districts for two reasons. Unless security measures are extreme, the boarded-up school becomes a target for vandalism. It is also wasteful to allow a valuable facility to stand idle, especially in the eyes of area parents who would like to see their children attend the school that is closer to home.

A rule of thumb is to never mothball a building more than 20 years old. Because unused buildings deteriorate at a faster rate than buildings in use, expensive repairs usually are necessary to reopen a facility. Committing such resources to a building that will be well past its peak at a later date would be economically unsound.

Administrators also should consider the initial expenses of mothballing a building. Water lines have to be drained and gas lines exhausted. Control of roof drainage systems has to be increased. Provision has to be made for temperature and humidity control to prevent structural deterioration. Finally, security has to be upgraded. Exterior floodlights and more complete alarm systems are recommended.

Disposing of a school building through direct sale should be considered only when enrollment projections indicate the district will have no future use for the facility. If this is the case, the sale may be profitable to the municipality as well as to the school district since the property becomes a new source of tax revenue.

Care should be taken to determine if the land is held in fee simple by the school district. As with leasing, zoning ordinances could be an obstacle to some potential buyers.

Decision Making

Local boards of education in the state of Michigan, except those for primary school districts, have the sole power to lease, barter, or sell public school properties that no longer are needed for school purposes. A decision to close and a decision to dispose of property must be made by official board resolution and passed legally at a regular or special school board meeting called for such purpose.

Prior to disposal, the availability of school property should be advertised. Interested parties may engage in direct negotiation with the board of education; sealed, submitted offers to purchase may be required by the board; or the board may conduct a public auction. The board also may elect to "donate" the building and grounds to the township, county, etc. It should be noted that state law does not require a board to take bids for the sale of property.

Community Relations

It is essential that school officials maintain effective communications with community members when building closings are considered. Otherwise the public may not accept or endorse such action. School buildings have sentimental value to the communities they serve. Mothers often feel they have "established" themselves in a school all of their children have attended, and they are usually familiar with the principal and teachers.

Parents also may be opposed to their children attending a school farther from home. The word "busing" may arouse negative feelings. Unless citizens have an understanding of the district's total enrollment situation, they may even organize in protest of a building closing.

Therefore, it is suggested that local boards of education research and publish the following information before any official action is taken:

1. A clearly written statement of the impact of declining enrollment on the community's school housing needs.

2. An unbiased assessment of the educational and physical quality of all school buildings in the district.

3. An analysis of possible effects on pupil and parent morale with emphasis on corrective actions to be taken, such as in the areas of transportation and food services.

4. A definitive statement as to monies to be saved by a closing and the effect of such saving on local tax need.

5. A long-range plan (five to ten years) of school closings in the district.

Careful consideration also should be given to opinions from the public. As soon as it becomes apparent that the utilization of facilities will be affected by an enrollment decline, a citizens' task force can be established to investigate possible courses of action and make recommendations to the school board. A task force should be representative of the community and should include teachers and community leaders. In addition to serving the purpose of involving the community in the decision-making process, a task force can assist in preparing the information listed above. However, the final decision to close a school rests with the school board.

THE PROPOSED LEGISLATION FOR RECOMMENDATION 1 ON THE FOLLOWING PAGE WILL BE REVIEWED AND APPROVED BY THE STATE BOARD OF EDUCATION.

Other techniques for involving the public at the planning stage include community surveys, personal contacts with community members, and public hearings.

It is suggested that a year's lead time be given before a facility is closed once the board's decision has been made public. In the interim, open houses can be held in the receiving school for new parents, visitations to the receiving school can be arranged for students and teachers, and new parents can become involved in the PTA of the receiving school. These activities may help to ease the transition.

Reorganization

In some areas of the state, the effects of declining enrollment may call for the reorganization of school districts in order that quality education be maintained and delivered at a reasonable cost. A brief description of each reorganization method is given here for the interest of local school officials since in Michigan district reorganization must be initiated locally.

1. Annexation. If District A wishes to be annexed to District B, it may petition District B to annex it. The board of District B may then pass a resolution approving the annexation of District A and send a copy of the formal resolution to the Superintendent of Public Instruction requesting approval of the annexation. If approved, the citizens of District A vote to approve or disapprove the action. If the citizens of District A vote to have their district annexed to District B, District A goes out of existence and becomes part of District B.

2. Consolidation. When two or more districts wish to consolidate, they request the intermediate school district superintendent to secure approval from the Superintendent of Public Instruction for a consolidation vote to be held. If the election is approved by the Superintendent of Public Instruction, the intermediate school district board calls the election, in which the citizens of the requesting districts vote. If the consolidation issue is passed by all districts involved, these districts go out of existence and a new entity is formed. An interim board of education is formed, followed by the election of a board of education.

3. Disbandonment. This procedure usually is applicable only to very small districts. Whenever there is either not enough qualified persons to form a board of education or not enough qualified persons willing to accept a position on a board of education as determined by a vote, a district is disbanded and the intermediate school district board of education assigns the district wholly or in part to one or more existing districts.

The Closed District Act (1955) specifies that an intermediate school district board may, with the approval of the Superintendent of Public Instruction, attach wholly or in part to one or more districts a district that has closed its school system for a period of three years.

The Emergency Reorganization Act (1967) is currently applicable only in intermediate districts of over one million population. It specifies that if a local school district has an "emergency" situation that appears to be unsolvable and the district can no longer operate, it may petition the State Board of Education to attach it wholly or in part to another district.

Recommendations: Local and Regional Levels

1. a) LOCAL SCHOOL DISTRICTS SHOULD INVESTIGATE THE AVAILABILITY OF SCHOOL FACILITIES IN ADJACENT DISTRICTS BEFORE MAKING A COMMITMENT TO BUILD A NEW FACILITY IN THEIR OWN DISTRICT.

   b) THE STATE BOARD OF EDUCATION SHOULD RECOMMEND TO THE LEGISLATURE THAT IT STRENGTHEN THE SCHOOL BOND LOAN ACT TO REQUIRE ANY SCHOOL DISTRICT ANTICIPATING THE BUILDING OF ADDITIONAL FACILITIES TO PROPOSE A DEFINITE PLAN, AS PART OF ITS SCHOOL BOND LOAN APPLICATION, OF BUILDING PLANNING AND UTILIZATION. THIS WOULD BE USED TO ASSIST STAFF IN MAKING A DETERMINATION THAT AREA OVERBUILDING WOULD NOT BE THE RESULT OF THE PROPOSED BUILDING PROGRAM.

2. INTERMEDIATE DISTRICTS WHO ARE CONTEMPLATING THE CONSTRUCTION OF FACILITIES FOR SPECIAL EDUCATION OR VOCATIONAL-TECHNICAL EDUCATION SHOULD INVESTIGATE THE POSSIBILITY OF UTILIZING ONE OR MORE EXISTING SCHOOL BUILDINGS WITHIN THEIR CONSTITUENCY FOR SUCH PURPOSE. EACH INTERMEDIATE SCHOOL DISTRICT THAT HAS EXPERIENCED AT LEAST A 10 PERCENT DECLINE IN ENROLLMENT SINCE 1971-72 OR ANTICIPATES A DECLINING ENROLLMENT OF 10 PERCENT OR MORE BY THE 1980-81 SCHOOL YEAR SHOULD REPORT SUCH A SITUATION ANNUALLY TO THE DEPARTMENT OF EDUCATION.

THE PROPOSED LEGISLATION FOR RECOMMENDATIONS 1, 2, AND 3 ON THE FOLLOWING PAGE WILL BE REVIEWED AND APPROVED BY THE STATE BOARD OF EDUCATION.

Recommendations: State Level

Local school districts that are decreasing in enrollment often have a surplus of facilities that could be used by other local districts, by intermediate school districts, or by institutions of higher education. To effectively encourage a program of better utilization, a strong leadership role must be taken by the State Board of Education and the Michigan Legislature. To this end, the following recommendations are made:

1. A local district needing additional school facilities to house increasing enrollment, to replace obsolete facilities, or to improve curriculum may have available facilities in adjoining districts that are not needed by the adjoining district for its program. It is realized that if children are to be transported from one district to another an additional transportation expense will be incurred by the home district of the students involved. THE STATE BOARD OF EDUCATION SHOULD RECOMMEND TO THE LEGISLATURE AN INCREASE IN TRANSPORTATION AID TO DISTRICTS THAT UTILIZE FACILITIES IN ADJACENT DISTRICTS IN LIEU OF CONSTRUCTING NEW FACILITIES IN THEIR OWN DISTRICTS.

2. There is an increasing interest in the development of vocational-technical centers in certain areas of the state. It is reasonable to assume that a vocational center could utilize local school district facilities no longer needed for the local school district's program. THE STATE BOARD OF EDUCATION SHOULD RECOMMEND TO THE LEGISLATURE THAT FUNDS BE PROVIDED TO AN INTERMEDIATE OR LOCAL DISTRICT FOR THE ACQUISITION OF AN EXISTING LOCAL SCHOOL FACILITY FOR THE PURPOSES OF ESTABLISHING A VOCATIONAL-TECHNICAL SKILLS CENTER.

3. Community college centers throughout the state and satellite programs of the major public universities may be able to utilize local school district facilities no longer needed by the local school district. THE STATE BOARD OF EDUCATION SHOULD RECOMMEND TO THE LEGISLATURE THAT FUNDS BE PROVIDED TO A PUBLIC COMMUNITY COLLEGE OR PUBLIC FOUR-YEAR COLLEGE OR UNIVERSITY FOR THE ACQUISITION OF AN EXISTING LOCAL SCHOOL FACILITY.

4. THE STATE BOARD OF EDUCATION SHOULD GIVE TOP PRIORITY TO ITS 1977 LEGISLATIVE PROPOSAL TO PROVIDE FOR THE REORGANIZATION OF SMALL SCHOOL DISTRICTS.

APPENDIX A - NONPUBLIC SCHOOL ENROLLMENT DATA

Table A-1. Michigan Nonpublic School Historical Source Data
Table A-2. Michigan Nonpublic School Most Likely Projected Enrollment
Table A-3. Michigan Nonpublic School High Projected Enrollment
Table A-4. Michigan Nonpublic School Low Projected Enrollment

TABLE A-1

MICHIGAN NONPUBLIC SCHOOL HISTORICAL SOURCE DATA

LINE	LIVE BIRTHS YEAR (A)	LIVE BIRTHS BIRTHS (B)	ENROLLMENT BY GRADE YEAR (C)	GRADE LEVELS (D)	(E)	(F)	(G)	(H)	(I)	(J)	(K)	(L)	(M)	TOTAL (N)
1				K	1	2	3	4	5	6	7	8	9	
2				10	11	12								
3	1966	165794.	71-72	4214.	16995.	19289.	20887.	21272.	22047.	22193.	21827.	21281.	14529.	
4				13630.	13083.	13220.								222867.
5	1967	162756.	72-73	5165.	17127.	18074.	20815.	20509.	21301.	21765.	20798.	20366.	14615.	
6				13583.	12825.	12448.								218591.
7	1968	159058.	73-74	5842.	16655.	17746.	18461.	20189.	20756.	21817.	20516.	19961.	14683.	
8				13614.	12807.	12183.								214275.
9	1969	165760.	74-75	6871.	16089.	16958.	18046.	18268.	19795.	20222.	19984.	19981.	14697.	
10				13795.	12721.	12139.								209566.
11	1970	171665.	75-76	8825.	16913.	16571.	17607.	18135.	18823.	19890.	19562.	19247.	14372.	
12				13577.	12965.	12207.								208692.
13	1971	162243.												
14	1972	146854.												
15	1973	141550.												
16	1974	137414.												
17	1975	133931.												

KEY:

Line 1 – Grade levels K–9.
Line 2 – Grade levels 10–12.
Lines 3–17, Column A – Calendar year (Jan. 1 – Dec. 31) of birth data in Column B.
Column B – Michigan live births.
Column C – School year of fall enrollment by grade.
Lines 3, 5, 7, 9, 11; Columns D–M Enrollment by grade indicated on line 1 (K–9).
Lines 4, 6, 8, 10, 12; Columns D–F Enrollment by grade indicated on line 2 (10–12).
Column N – Total annual public K–12 enrollment.

Lines 18 and 19 – Grade groupings.
Lines 20, 22, 24, 26, 28 – Aggregated enrollment by grade groups on line 18.
Lines 21, 23, 25, 27, 29 – Aggregated enrollment by grade groups on line 19.

- - - - ENROLLMENTS BY GRADE GROUP

LINE	YEAR	K- 6 K-12	1- 3 6- 9	1- 4 7- 8	1- 5 7- 9	1- 6 7-12	1- 7 8-12	1- 8 9-10	1-12 9-12	4- 5 10-12	5- 8 11-12
18											
19											
20	71-72	126097.	56371.	77643.	99690.	121883.	142910.	164191.	218653.	65512.	86548.
21		222867.	79030.	42308.	56837.	96778.	75743.	28159.	54462.	39933.	26383.
22	72-73	123956.	55216.	75725.	97026.	118791.	139589.	159955.	213426.	63575.	84230.
23		218591.	77544.	41164.	55779.	94635.	73837.	28198.	53471.	38856.	25273.
24	73-74	120586.	52862.	72971.	93727.	114744.	135260.	155221.	208433.	61882.	82250.
25		214275.	76097.	40477.	55080.	93689.	73173.	28217.	53212.	38609.	24995.
26	74-75	116250.	51093.	69361.	89157.	109379.	129363.	149344.	202695.	58286.	79983.
27		209566.	74884.	39965.	54662.	93316.	73332.	28492.	53351.	38654.	24859.
28	75-76	116761.	51088.	69223.	88046.	107936.	127498.	146745.	199867.	56848.	77522.
29		208692.	73071.	38809.	53181.	91931.	72369.	27949.	53122.	38758.	25173.

TABLE A-2

MICHIGAN NONPUBLIC SCHOOL MOST LIKELY PROJECTED ENROLLMENT

LINE	GRADE GROUPS	B-K	K-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
	COHORT-SURVIVAL RATES	3.664	298.931	103.385	102.953	100.481	100.678	98.694	94.673	96.584	71.816	93.328	94.842	95.898

MOST LIKELY PROJECTED ENROLLMENT

- - - PROJECTED ENROLLMENT BY GRADE - - -

YEAR	K	1	2	3	4	5	6	7	8	9	10	11	12
76-77	5944.	26381.	17469.	17060.	17692.	18257.	18577.	18830.	18894.	13822.	13412.	12768.	12329.
77-78	5380.	17769.	27253.	17985.	17142.	17810.	18818.	17588.	18187.	13569.	12899.	12613.	12141.
78-79	5186.	16084.	18357.	28057.	18071.	17257.	17578.	17038.	16987.	13061.	12662.	12131.	11994.
79-80	5035.	15503.	16615.	18899.	28192.	18192.	17032.	16641.	16476.	12199.	12189.	11908.	11535.
80-81	4907.	15050.	16015.	17106.	18998.	28381.	17955.	16125.	16873.	11832.	11384.	11463.	11323.
81-82	0.	14669.	15547.	16488.	17198.	19117.	28010.	16998.	15574.	11543.	11042.	10706.	10900.
82-83	0.	0.	15153.	16006.	16568.	17304.	18867.	26518.	16418.	11184.	10772.	10384.	10188.
83-84	0.	0.	0.	15601.	16083.	16679.	17078.	17862.	25613.	11798.	10437.	10130.	9874.
84-85	0.	0.	0.	0.	15676.	16191.	16461.	16168.	17252.	18394.	11803.	9815.	9633.
85-86	0.	0.	0.	0.	0.	15781.	15980.	15584.	15616.	12390.	17165.	10347.	9334.
86-87	0.	0.	0.	0.	0.	0.	15575.	15129.	15052.	11214.	11562.	16142.	9839.
87-88	0.	0.	0.	0.	0.	0.	0.	14745.	14612.	10809.	10465.	10873.	15350.
88-89	0.	0.	0.	0.	0.	0.	0.	0.	14241.	10494.	10087.	9842.	10339.
89-90	0.	0.	0.	0.	0.	0.	0.	0.	0.	10228.	9793.	9486.	9359.
90-91	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	9544.	9209.	9021.
91-92	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	8976.	8757.
92-93	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	8535.

- - - - ENROLLMENTS BY GRADE GROUP

LINE	YEAR	K-6 / K-12	1-3 / 6-9	1-4 / 7-8	1-5 / 7-9	1-6 / 7-12	1-7 / 8-12	1-8 / 9-10	1-12 / 9-12	4-6 / 10-12	5-8 / 11-12
1		K-6	1-3	1-4	1-5	1-6	1-7	1-8	1-12	4-6	5-8
2		K-12	6-9	7-8	7-9	7-12	8-12	9-10	9-12	10-12	11-12
3	76-77	121380.	60910.	78602.	96858.	115435.	134266.	153160.	285491.	54525.	74558.
4		211436.	70124.	37724.	51547.	90056.	71226.	27234.	52332.	38589.	25097.
5	77-78	121358.	63006.	80149.	97959.	115977.	133565.	151752.	282974.	52971.	71603.
6		208354.	67362.	35775.	49344.	86997.	69409.	26468.	51222.	37653.	24754.
7	78-79	120590.	62498.	80569.	97826.	115404.	132462.	149449.	199297.	52906.	68880.
8		204483.	64684.	34045.	47106.	83893.	66834.	25724.	49848.	36786.	24124.
9	79-80	119468.	51017.	79209.	97402.	114434.	131075.	147551.	195381.	63416.	68341.
10		200416.	62348.	33117.	45316.	80948.	64306.	24388.	47831.	35632.	23443.
11	80-81	118404.	48171.	67161.	95542.	113497.	129622.	145695.	191697.	65326.	78534.
12		196604.	61984.	32198.	44830.	78208.	62875.	23216.	46002.	34178.	22786.
13	81-82	0.	46704.	63893.	83009.	111023.	128018.	143592.	187782.	64316.	79700.
14		0.	72126.	32572.	44115.	76763.	59764.	22585.	44190.	32647.	21606.
15	82-83	0.	0.	0.	0.	0.	0.	0.	0.	52738.	79107.
16		0.	72988.	42936.	54121.	85457.	58938.	21956.	42520.	31336.	20564.
17	83-84	0.	0.	0.	0.	0.	0.	0.	0.	49840.	77231.
18		0.	72343.	43475.	55265.	85707.	67844.	22228.	42232.	30441.	20084.

KEY:

Lines 1 and 2 Grade groupings

Lines 3, 5, 7, 9, 11, 13, 15, 17 – Aggregated enrollment by grade groups on line 1.

Lines 4, 6, 8, 10, 12, 14, 16, 18 Aggregated enrollment by grade groups on line 2.

TABLE A-3

MICHIGAN NONPUBLIC SCHOOL HIGH PROJECTED ENROLLMENT

LINE	GRADE GROUPS	B-K	K-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
	COHORT-SURVIVAL RATES	3.989	322.459	103.514	103.764	100.493	101.284	98.721	95.885	96.856	71.928	93.489	94.894	95.146

HIGH PROJECTED ENROLLMENT

- - - P R O J E C T E D E N R O L L M E N T B Y G R A D E - - -

YEAR	K	1	2	3	4	5	6	7	8	9	10	11	12
76-77	6342.	28457.	17521.	17195.	17694.	18353.	18582.	18912.	18947.	13844.	13436.	12775.	12337.
77-78	5741.	20451.	29485.	18181.	17280.	17907.	18119.	17669.	18318.	13628.	12943.	12643.	12155.
78-79	5533.	18511.	21190.	30595.	18270.	17488.	17678.	17228.	17113.	13176.	12741.	12178.	12029.
79-80	5372.	17842.	19180.	21987.	30746.	18490.	17264.	15809.	16687.	12309.	12318.	11988.	11587.
80-81	5235.	17321.	18487.	19902.	22096.	31116.	18254.	16415.	16281.	12002.	11508.	11590.	11407.
81-82	0.	16882.	17947.	19183.	20030.	22362.	30718.	17357.	15899.	11710.	11221.	10828.	11028.
82-83	0.	0.	17492.	18622.	19278.	20241.	22076.	29209.	16811.	11436.	10948.	10558.	10303.
83-84	0.	0.	0.	18153.	18714.	19510.	19982.	20991.	28290.	12892.	10692.	10301.	10046.
84-85	0.	0.	0.	0.	18248.	18940.	19260.	19000.	20331.	20349.	11305.	10060.	9801.
85-86	0.	0.	0.	0.	0.	18460.	18697.	18314.	18403.	14624.	19024.	10637.	9572.
86-87	0.	0.	0.	0.	0.	0.	18224.	17778.	17738.	13237.	13672.	17900.	10121.
87-88	0.	0.	0.	0.	0.	0.	0.	17328.	17220.	12759.	12375.	12864.	17031.
88-89	0.	0.	0.	0.	0.	0.	0.	0.	16783.	12386.	11928.	11644.	12240.
89-90	0.	0.	0.	0.	0.	0.	0.	0.	0.	12072.	11579.	11223.	11079.
90-91	0.	0	0.	0.	0.	0.	0.	0.	0.	0.	11286.	10895.	10679.
91-92	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	10619.	10357.
92-93	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	10104.

- - - - ENROLLMENTS BY GRADE GROUP

	YEAR	K- 6 / K-12	1- 3 / 6- 9	1- 4 / 7- 8	1- 5 / 7- 9	1- 6 / 7-12	1- 7 / 8-12	1- 8 / 9-10	1-12 / 9-12	4- 6 / 10-12	5- 8 / 11-12
1		K- 6	1- 3	1- 4	1- 5	1- 6	1- 7	1- 8	1-12	4- 6	5- 8
2		K-12	6- 9	7- 8	7- 9	7-12	8-12	9-10	9-12	10-12	11-12
3	76-77	124144.	63173.	80867.	99220.	117802.	136715.	155662.	208054.	54629.	74795.
4		214396.	70286.	37859.	51703.	90252.	71339.	27280.	52392.	38548.	25112.
5	77-78	127162.	68117.	85396.	103303.	121422.	139891.	157489.	208777.	53305.	72012.
6		214518.	67734.	35987.	49615.	87355.	69687.	26571.	51369.	37748.	24798.
7	78-79	129265.	70296.	88566.	106054.	123732.	140963.	158873.	208197.	53436.	69507.
8		213730.	65195.	34342.	47517.	84466.	67237.	25917.	50124.	36948.	24207.
9	79-80	130881.	59010.	89756.	108246.	125510.	142319.	159005.	207208.	66500.	69250.
10		212580.	63069.	33496.	45805.	81698.	64889.	24627.	48203.	35893.	23576.
11	80-81	132411.	55710.	77806.	108922.	127176.	143591.	159872.	206379.	71466.	82066.
12		211615.	62952.	32696.	44698.	79203.	62788.	23518.	46507.	34505.	22997.
13	81-82	0.	54812.	74812.	96374.	127092.	144449.	160348.	205135.	73080.	86336.
14		0.	75685.	33256.	44966.	78843.	60687.	22931.	44787.	33077.	21856.
15	82-83	0.	0.	0.	0.	0.	0.	0.	0.	61594.	88336.
16		0.	79532.	46020.	57456.	89265.	60056.	22384.	43245.	31809.	20861.
17	83-84	0.	0.	0.	0.	0.	0.	0.	0.	58206.	88773.
18		0.	81355.	49281.	61373.	92412.	71421.	22783.	43130.	31039.	20347.

KEY:

Lines 1 and 2 Grade groupings

Lines 3, 5, 7, 9, 11, 13, 15, 17 – Aggregated enrollment by grade groups on line 1.

Lines 4, 6, 8, 10, 12, 14, 16, 18 Aggregated enrollment by grade groups on line 2.

TABLE A-4

MICHIGAN NONPUBLIC SCHOOL LOW PROJECTED ENROLLMENT

LINE	GRADE GROUPS			K-K	K-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
	COHORT-SURVIVAL RATES			3.173	275.402	102.996	102.141	100.478	100.136	98.667	94.261	96.312	71.703	93.151	93.991	95.033
	LOW PROJECTED ENROLLMENT															
	- - - P R O J E C T E D E N R O L L M E N T B Y G R A D E - - -															
	YEAR	K	1	2	3	4	5	6	7	8	9	10	11	12		
	76-77	5149.	24304.	17417.	16926.	17698.	18160.	18572.	18749.	18841.	13881.	13388.	12761.	12322.		
	77-78	4660.	14180.	25032.	17790.	17015.	17714.	17918.	17506.	18057.	13509.	12855.	12583.	12127.		
	78-79	4492.	12835.	14604.	25568.	17873.	17028.	17478.	16889.	16861.	12947.	12584.	12083.	11958.		
	79-80	4361.	12371.	13219.	14917.	25638.	17897.	16801.	16475.	16267.	12090.	12061.	11828.	11483.		
	80-81	4250.	12010.	12742.	13502.	14987.	25723.	17659.	15837.	15867.	11664.	11262.	11336.	11240.		
	81-82	0.	11705.	12369.	13015.	13566.	15008.	25380.	16645.	15253.	11377.	10865.	10585.	10773.		
	82-83	0.	0.	12056.	12634.	13076.	13584.	14808.	23924.	16032.	10937.	10598.	10212.	10059.		
	83-84	0.	0.	0.	12314.	12694.	13094.	13403.	13958.	23042.	11495.	10188.	9961.	9705.		
	84-85	0.	0.	0.	0.	12372.	12711.	12919.	12634.	13443.	16522.	10708.	9576.	9466.		
	85-86	0.	0.	0.	0.	0.	12389.	12542.	12178.	12168.	9639.	15398.	10064.	9100.		
	86-87	0.	0.	0.	0.	0.	0.	12227.	11822.	11729.	8725.	8979.	14465.	9564.		
	87-88	0.	0.	0.	0.	0.	0.	0.	11522.	11386.	8410.	8127.	8439.	13747.		
	88-89	0.	0.	0.	0.	0.	0.	0.	0.	11097.	8164.	7834.	7639.	8028.		
	89-90	0.	0.	0.	0.	0.	0.	0.	0.	0.	7957.	7685.	7363.	7259.		
	90-91	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	7412.	7148.	6997.		
	91-92	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	6967.	6793.		
	92-93	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	0.	6621.		

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- - - - ENROLLMENTS BY GRADE GROUP

LINE	YEAR	K- 6	1- 3	1- 4	1- 5	1- 6	1- 7	1- 8	1-12	4- 6	5- 8
1		K- 2	6- 9	7- 8	7- 9	7-12	8-12	9-10	9-12	10-12	11-12
3	76-77	118217.	58647.	76336.	94496.	113068.	131817.	150657.	202929.	54421.	74321.
4		208077.	69962.	37589.	51398.	89861.	71112.	27188.	52271.	38471.	25883.
5	77-78	114299.	57002.	74007.	91721.	109638.	127145.	145202.	196277.	52637.	71195.
6		200937.	66990.	35563.	49073.	86638.	69132.	26365.	51075.	37566.	24710.
7	78-79	109879.	53008.	70881.	87939.	105387.	122276.	139137.	188709.	52379.	68256.
8		193201.	64175.	33750.	46698.	83323.	66433.	25531.	49572.	36625.	24041.
9	79-80	105256.	40508.	66196.	84093.	100895.	117370.	133636.	181897.	60387.	67440.
10		185458.	61632.	32741.	44831.	80202.	63727.	24158.	47461.	35371.	23310.
11	80-81	100874.	38254.	53241.	70954.	96623.	112461.	128328.	173829.	58378.	75887.
12		178079.	61027.	31704.	43368.	77206.	61368.	22925.	45501.	33838.	22576.
13	81-82	0.	37089.	50655.	65663.	91043.	107689.	122942.	166541.	53954.	72287.
14		0.	68656.	31899.	43276.	75498.	58853.	22242.	43680.	32222.	21358.
15	82-83	0.	0.	0.	0.	0.	0.	0.	0.	41468.	68347.
16		0.	65700.	39956.	50893.	81761.	57837.	21535.	41806.	30859.	20271.
17	83-84	0.	0.	0.	0.	0.	0.	0.	0.	39190.	63496.
18		0.	61898.	37000.	48495.	78348.	64390.	21683.	41349.	29854.	19666.

KEY:

Lines 1 and 2 Grade groupings

Lines 3, 5, 7, 9, 11, 13, 15, 17 – Aggregated enrollment by grade groups on line 1.

Lines 4, 6, 8, 10, 12, 14, 16, 18 Aggregated enrollment by grade groups on line 2.

APPENDIX B - SUMMARIES OF STATE AID PROVISIONS FOR DECLINING ENROLLMENT IN OTHER STATES

APPENDIX B

SUMMARIES OF STATE AID PROVISIONS
FOR DECLINING ENROLLMENT
IN OTHER STATES

Eleven states have been identified by the Education Commission of the States as those that provide state aid specifically to offset the financial impact of declining enrollment on local school districts. The following summaries describe the method of compensation each state is using.

The Arizona Legislature passed a school finance reform law in 1974 which contains a provision to allow schools with declining enrollment to use the average daily membership for the previous year if that average daily membership is greater than the average daily membership of the current year. Due to state financial problems, the option was repealed as of July 1, 1976.

In California, each school district has a revenue limit per average daily attendance, and state and local income combined cannot exceed that limit. Effective fiscal year 1975-76, California law provides that a district experiencing a loss in ADA can claim 75 percent of the loss for the current year if the decline is greater than 1 percent and can increase its combined state and local revenue limit accordingly. The increase in limit must be borne by the local taxpayers. Thus there is no additional state aid for declining enrollment.

In Colorado, districts are permitted to use the largest of the following three student counts for state funding for a given calendar year: (1) the average daily attendance entitlement immediately preceding the budget year; (2) the average daily attendance entitlement for the second year preceding the budget year; or (3) the average of the average daily attendance entitlement for the three years preceding the budget year.

School districts in Illinois have the option of utilizing the current year's weighted average daily attendance or the prior year's WADA when filing a general state aid claim.

Indiana law permits school districts to use either the current year's enrollment or the enrollment of the previous year for the purpose of determining amount of state aid.

The Iowa General Assembly has provided that school districts with declining enrollment may add to the current year enrollment an amount equal to 50 percent of the decrease to the extent that the decrease is not more than 5 percent of the base (previous) year's enrollment and 25 percent of the increase to the extent that the decrease exceeds 5 percent of the base year's enrollment. In Iowa, allowed pupil cost times the enrollment gives the district budget limit.

This has been interpreted to mean, for example, that if a school had an enrollment in 1975-76 of 500 students and anticipated a loss of 35 students, then 50 percent of up to 5 percent of the decrease of the anticipated decrease can be added to the 1976-77 enrollments as well as 25 percent of the excess of the 5 percent of the base year enrollment.

Thus we would have:

5 percent of 500 students = 25 students, 50 percent of 25 students = 12.5 students.

The anticipated loss of 35 students minus 25 students at the 50 percent rate leaves 10 at the 25 percent rate or 2.5.

Thus the total students to be added to the budget year enrollment of 465 would be 15.

In Kansas, if enrollment declines less than a specified amount, a district may budget on the basis of its prior year enrollment. The percentage amounts range from 5 to 10 percent based on the enrollment in the district. Districts that have enrollment declines that exceed these amounts are expected to make program adjustments to accommodate the membership loss. No additional state aid is provided for declining enrollments.

In Minnesota, the total pupil units of a district are used as a multiplier in determining state aid. The state's only two first-class cities--Minneapolis and St. Paul--are paid for one-half of any loss in pupil units from one year to the next. A loss of students in one "pair" of years does not carry over to the next pair of years.

In 1975, the North Dakota General Assembly enacted into law provisions that allowed local districts to use either the previous year's enrollment or the current year's enrollment to determine membership for state aid purposes.

In 1975, the Ohio General Assembly enacted a new foundation program that includes a provision whereby school districts may use the actual average daily membership or the average of the total average daily membership for the current year and two preceding years for use in determining membership for state aid purposes.

Declining enrollment in Oregon is measured by subtracting the weighted resident average daily membership for the quarter ending December 31 of the apportionment year from the weighted resident average daily membership for the previous year ending June 30. If the figure is a positive one, it is multiplied by the flat grant to determine the additional state aid for declining enrollment.

APPENDIX C - ASSUMPTIONS FOR PROJECTIONS IN TABLES XVIII, XIX, XX, AND XXI

APPENDIX C

ASSUMPTIONS FOR PROJECTIONS IN TABLES XVIII, XIX, XX, AND XXI

1. Assumptions for Table XVIII - History and Projections of Elementary Instructional Staff:

   a. A constant pupil-teacher ratio of 26.73 for the next five-year period. The pupil-teacher ratio for the elementary grades fluctuated little enough during the last five-year period that it does not seem particularly hazardous to assume the last known year as a constant. If the pupil-teacher ratio increases, fewer teaching positions will be available; if it decreases, more.

   b. A constant attrition rate of 9.00 percent for the next five years. While the attrition rate for the elementary teaching positions fell below 9.00 percent for 1974-75 (to 8.55 percent), 9.00 percent appears to be a reasonable assumption. If the attrition rate increases over the next five years, more teaching positions will be available; if it decreases, fewer.

2. Assumptions for Table XIX - History and Projections of Secondary Instructional Staff:

   a. A constant pupil-teacher ratio of 27.98 over the next five-year period. The secondary pupil-teacher ratio fluctuated widely during the past five years. It was therefore deemed hazardous to assume the last known year as a constant; the average of the last four historical years is used instead.

   b. A constant attrition rate of 9.00 percent. The attrition rate for secondary teachers did not fluctuate as widely as the pupil-teacher ratio, and a 9.00 percent factor appears to be reasonable.

3. Assumptions for Table XX - History and Projections of K-12 Special Areas Instructional Staff:

   a. A constant potential student load factor (P/S/L/F) of 89.56 over the next five-year period. The K-12 area P/S/L/F fluctuated widely over the past five years, and the first year of actual data (1970-71) appears erratic enough to discount entirely. The data from the Professional Personnel Register during the years 1967 and 1971 were not reliable and the data were reported in different categories than at present. It was deemded hazardous to assume the last known year of the average of the five actual years as a constant for the next five. The average potential student load factor for the past four years is used as a compromise.

   b. A constant attrition rate of 9.00 percent.

4. Assumptions for Table XXI - History and Projections of Total Instructional Staff:

   a. The projected totals by year for teacher employment in Table XXI are computed from the subtotals in Tables XVIII, XIX, and XX. A constant pupil-teacher ratio of 26.73 was assumed for the next five years for the elementary grades K-6, 27.98 for secondary 7-12, and 89.56 for K-12 assignment areas. The total number of teachers needed for employment on a year-by year basis through 1980-81 amounts to the sum of the elementary, secondary, and K-12 special areas totals. For example: In 1976-77, a computed need for 38,302 elementary teachers, 34,615 secondary teachers, and 22,247 K-12 special areas teachers is indicated. The total of these three levels is 95,164, the anticipated number of teaching positions expected to be available for 1976-77. The resulting pupil-teacher ratio of 20.94 is computed by dividing the projected pupil enrollment for that year (1,992,415) by the expected teacher need (95,164). The pupil-teacher ratio then remains a constant in each of the next five years since a constant pupil-teacher ratio was assumed at each of the three levels.

   b. A constant attrition rate of 9.00 percent for the next five years.

APPENDIX D - HISTORY AND PROJECTIONS OF INSTRUCTIONAL STAFF FOR SPECIAL EDUCATION

APPENDIX D

HISTORY AND PROJECTIONS OF INSTRUCTIONAL STAFF FOR SPECIAL EDUCATION

Table D-1 provides a history and projections of special education student enrollment and instructional personnel taken from Michigan Department of Education Special Education Services records. This table is a summary of the current seven pupil disability areas, which include mentally impaired, visually impaired, learning disabled, emotionally impaired, hearing impaired, physically impaired, and speech impaired. The special education enrollment and instructional staff data do not correlate with other data in this study since they were obtained from a different source.

The enrollment and instructional personnel for special education are expected to increase in the next five-year period. Two factors are probable causes for this increase: 1) increased categories of disability which provide more areas in which to employ teachers and provide services to students; and 2) increased efforts toward identification of the population in need of special education services.

National and state research studies indicate that approximately 11 percent of the student population can be expected to be in need of special education services. While identification efforts are expected to become more effective during the next five years, the number of students being served is not expected to reach the 11 percent proportion by 1980-81.

Assumptions for Table D-1 - History and Projections of Instructional Staff for Special Education:

a. Projections are based on the assumption that public school enrollment will drop from 2,026,208 in 1975-76 to an estimated 1,789,000 by 1980-81.

b. Efforts toward identification of persons in need of special education services will continue to improve through 1980-81.

c. The Department of Social Services and Department of Corrections will continue to operate and fund special education programs for handicapped residents of their facilities.

d. The Department of Mental Health will retain responsibility for providing educational services to the emotionally impaired who are in state institutions.

e. New categories of handicapping conditions, including persons not currently identified under present categories, will not be established.

f. The definition of students eligible for special education programs and services will not be substantially changed between now and the 1980-81 school year.

TABLE D-1

HISTORY AND PROJECTIONS OF
INSTRUCTIONAL STAFF FOR SPECIAL EDUCATION

SCHOOL YEAR	PUPIL ENROLLMENT	TOTAL SPECIAL ED TEACHERS	PUPIL TEACHER RATIO	NET CHANGE IN POSITIONS
		ACTUAL		
1968-69	135,264	4,256	31.78	
1969-70	139,915	4,867	28.74	+ 611
1970-71	139,240	5,290	26.32	+ 423
1971-72	143,661	5,558	25.84	+ 268
1972-73	150,995	5,842	25.84	+ 284
1973-74	141,826	6,118	23.18	+ 276
1974-75	130,375	6,196	21.04	+ 78
1975-76	169,050	8,030	21.05	1,834
				+ 3,774
		PROJECTED		
1976-77	166,516	8,202	20.30	+ 172
1977-78	165,940	8,406	19.74	+ 204
1978-79	168,085	8,535	19.69	+ 129
1979-80	170,055	8,650	19.65	+ 115
1980-81	174,689	9,024	19.35	+ 374
				+ 822

Student population and teacher figures do not include school social workers or school psychologists and their respective case loads since these personnel are not required to hold a Michigan teaching certificate.

APPENDIX E - PERTINENT COURT RULINGS ON STAFF REDUCTIONS

APPENDIX E

PERTINENT COURT RULINGS ON STAFF REDUCTIONS

The courts of this state have ruled in several cases involving the requirements surrounding a necessary reduction in personnel both for probationary and tenured teachers. The decisions of the courts, along with the provisions of the Teachers' Tenure Act and State Tenure Commission decisions, provide guidance to a local or intermediate school board in determining appropriate action to take when faced with declining enrollment.

Individual teacher contracts and master agreements must contain language and provisions that allow employment to be terminated on specific terms due to declining enrollment or a severe financial crisis for a board of education to sustain such action. In other words, if a valid contract allows such action, it may be taken. Courts have ruled that:

1. Probationary teachers must be notified 60 days before the end of the school year (May 1) that their services are not needed and that their contract will not be renewed for the following school year.[1]

2. A school district is not required to give tenured teachers 60 days' notice prior to the end of the school year nor is a hearing required.[2]

3. Administrators must be notified 90 days before their contract is due to expire that their services are not needed and that their contract will not be renewed.[3]

4. Actions to reduce both probationary and tenured staff must be based on reason and need and must not be arbitrary or capricious.[4]

5. Tenured teachers may appeal a reduction in personnel based on allegations of subterfuge or bad faith directly to the State Tenure Commission.[5]

6. Probationary teachers' forum of appeal is the circuit courts.[6]

7. Local tenure hearings on the issue of necessary reduction in personnel do not have to be granted to either probationary or tenured teachers.[7]

8. Action to reduce the number of personnel may be taken throughout the school year due to a decline in student enrollment or severe financial crisis only if the language in individual and master contract agreements permits it.[8]

This brief summary of the major court decisions that might serve to delineate the options of a school district when faced with the need to reduce staff has also been very general. It should be remembered that the courts have cases before them which might well change the picture completely. Each school district faces unique circumstances, and the options of each school district will vary considerably.

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[1] Steeby v Highland Park (1974) 56 Mich App 395.

[2] Ibid.

[3] MCLA § 340.161; MSA § 15.3161
MCLA § 340.201; MSA § 15.3201.

[4] East Detroit Federation of Teachers, AFT Local 698 v. Board of Education of School District of City of East Detroit (1974) 55 Mich App 451.

[5] Freiberg v Big Bay de Noc (1975) 61 Mich App 404.

[6] Cole v Sault Ste. Marie, Tenure Commission 73-19.
Lipka v Brown City (1975) 59 Mich App 175.

[7] Steeby, Supra.

[8] Bruinsma v Wyoming Public Schools (1972) 38 Mich App 745.

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ANNOTATED BIBLIOGRAPHY

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MICHIGAN STATE BOARD OF EDUCATION

STATEMENT OF ASSURANCE OF COMPLIANCE WITH FEDERAL LAW

The Michigan State Board of Education hereby agrees that it will comply with Federal laws prohibiting discrimination and with all requirements imposed by or pursuant to regulations of the U.S. Department of Health, Education and Welfare. Therefore, it shall be the policy of the Michigan State Board of Education that no person on the basis of race, color, religion, national origin or ancestry, age, sex, or marital status shall be discriminated against, excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any federally funded program or activity for which the Michigan State Board of Education is responsible or for which it receives federal financial assistance from the Department of Health, Education and Welfare. This policy of non-discrimination shall also apply to otherwise qualified handicapped individuals.